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ABSTRACT

This document comprises a selected overview of important issues concerning black education in New York State, and recommends specific strategies for improvement. Chapter 1, "Black Student Enrollment, Distribution, and Performance in New York State: Presenting the Data," and chapter 2, "Dropouts in New York: Problems and Prevention Programs," report evidence of elementary and secondary education which is failing to produce satisfactory performance results for the majority of black students, especially those in the "Big Five" cities of New York, Buffalo, Rochester, Syracuse, and Yonkers. Chapter 3, "Early Childhood Education: First Steps toward School Completion," and chapter 4, "Technology in the Schools: Serving All Students," discuss program approaches that have been effective in reaching and teaching black students how to make steady academic and social progress from elementary school through high school graduation. Chapter 5, "Education Reforms and the Effective Performance of Black Students: A Necessary Connection," describes the need to connect the policies and mandated activities of the "Regents Action Plan To Improve Elementary and Secondary Education Results in New York" (1984) to strategies that will improve the academic performance of black children. Chapter 6, "State Aid to Substantially Black School Districts," analyzes the flow of State financial aid and recommends more precise targeting of funds. Chapter 7, "The Status of Blacks in Higher Education in New York State," reviews the "1986 Progress Report on the Regents Statewide Plan for the Development of Postsecondary Education in New York State: 1984," and offers recommendations for making the "Plan" more effective in providing equal educational access and opportunity for blacks. A list of 117 references is appended. (FMW)

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VOLUME 7
EDUCATION

ED348415

BLACK STUDENTS IN NEW YORK STATE

CRISIS AND OPPORTUNITY

REPORT OF THE EDUCATION SUBCOMMITTEE

THE GOVERNOR'S ADVISORY COMMITTEE FOR BLACK AFFAIRS

MARCH 1989

MARIO M. CUOMO
GOVERNOR

BERNARD L. CHARLES
CHAIRMAN

ROBERT T. SIMMELKJAER
EXECUTIVE DIRECTOR

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STATE OF NEW YORK
GOVERNOR'S ADVISORY COMMITTEE FOR BLACK AFFAIRS

March, 1989

BERNARD L. CHARLES
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VICE CHAIRMAN
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EXECUTIVE DIRECTOR

STATE CAPITOL
2ND FLOOR
ALBANY, NY 12224

TWO WORLD TRADE CENTER, 57TH FL.
NEW YORK, NY 10047

Dear Governor Cuomo:

Our submission of the Report of the Education Subcommittee entitled Black Students in New York State: Crisis and Opportunity, is an event of both pride and achievement. On the one hand, the Education Subcommittee Report focuses attention on the overriding educational issues of concern to the Black community which warrant governmental action. On the other hand, the report culminates the work of your Advisory Committee for Black Affairs. As the seventh report in a series of policy reports on the Black community, this final education report fulfills the charge set forth in Executive Order No. 66.

The members of the Education Subcommittee in a professional manner comparable to that of their counterparts on other subcommittees, have produced a document which should inform educational policymaking in New York State for many years. We are particularly grateful to the co-chairs; Dr. Adrienne Bailey and Dr. Bruce Williams for their expertise and leadership in this effort. The significant contribution of Dr. Thomas K. Minter, the chief consultant to the Committee, is singularly acknowledged. The leadership of Dr. Robert Simmelkjaer, Executive Director, is again acknowledged for his role as a member of the Education Subcommittee and his indispensable contribution to the success of the Advisory Committee.

It is appropriate that the Advisory Committee for Black Affairs concludes its work with recommendations addressing education issues. Undoubtedly, many of the problems which beset the Black community, identified in prior reports on Black Family, Health, Human Services, Criminal Justice, Employment and Economic Development have an educational dimension. Needless to say, drug addiction, AIDS, teenage pregnancy, crime, child abuse and unemployment are remediable to some extent by improved educational opportunity and achievement. While education in our elementary and secondary schools flounders the by-products of this crisis will continue to impact the social and government institutions of New York State. Ample evidence exists to demonstrate that the failure of our educational institutions to educate Black children at sufficient levels has produced the high school dropout--an unfinished individual who enters a cycle of dependency and dysfunctional behavior which entails increasing social costs.

To reverse this trend the Education Subcommittee has made several recommendations which, in essence, contend that educational efforts should begin early, that school improvement will require the maximum utilization of human, financial and technical resources and that priorities should be revised to reflect the needs of Black students. To this end, the

Subcommittee recommends the strengthening and expansion of early childhood and pre-school education, including financial support for community based day care centers. Clearly, the research findings support the fact that early childhood is the most cost effective educational investment.

The Subcommittee, recognizing the increasing impact of technology has recommended, among other things, access to computer technology in substantially minority schools, equality of computer instruction and computer literacy for all teachers and administrators.

With respect to the critical dropout or school completion issue, the Subcommittee recommends that the State should systematically collect and report dropout data by race and ethnicity, expand its dropout prevention strategies to include the elementary schools, develop and replicate successful retention programs and stimulate parent, community and business participation in the problem solving process. In addition, the Subcommittee has identified continuing disparities in the financial support for "substantially Black school districts" and has made recommendations to correct these inequities both in terms of state aid levels and allocation priorities. The Subcommittee commends you Governor, for your role in increasing state aid during your administration, and your emphasis on accountability while, at the same time, urges equalization of financial resources.

The Subcommittee has also recommended that the Regents' and State Education Department's plans to "promote greater professionalization of the teaching profession," require school districts to recruit and hire more Black teachers and mandate the utilization of multi-cultural curricula.

Finally, recommendations are submitted which, if implemented, should improve the opportunities for, academic status of Black students in higher education on the undergraduate and graduate levels.

The inextricable relationship of education to the range of problems which disproportionately affect the Black community has been eloquently reinforced by the Report of the Education Subcommittee. Over the years, schools have assumed an increasing responsibility for the rectification of the socio-economic shortcomings of the larger society. Our report views state government as the principal actor in a drama that begins when a child first enters school, and continues until that individual becomes a viable member of the community. Lost generations of Black children join the ranks of the underclass. The State must act immediately and decisively.

On behalf of the Advisory Committee for Black Affairs, I wish to express our appreciation for the opportunity afforded us to address the concerns and raise the expectations of Black New Yorkers.

Sincerely,

Bernard Charles
Chairman

STATE OF NEW YORK
GOVERNOR'S ADVISORY COMMITTEE FOR BLACK AFFAIRS

BERNARD L. CHARLES
CHAIRMAN
PAULA CHESTER, J.D.
VICE CHAIRMAN
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EXECUTIVE DIRECTOR

March, 1989

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ALBANY, NY 12224

TWO WORLD TRADE CENTER, 57TH FL.
NEW YORK, NY 10047

Dear Chairman Charles:

On behalf of the Education Subcommittee of the Governor's Advisory Committee for Black Affairs, we are pleased to transmit to you and to the full committee this report and recommendations on the status of the education of Black students in New York State. This report and recommendations represents the collective position of the Education Subcommittee as well as input from many others. Throughout the process we sought and received advice and suggestions from teachers, parents, administrators and other educational leaders, and we were most fortunate to have the counsel and advice of Dr. Thomas K. Minter who served as our chief staff consultant, researcher and writer.

We make no claim that the comments contained in this report represent a scientific sampling of the State's Black community, nor that it represents a completely comprehensive analysis of all the educational issues facing Black students. We have focused on several salient issues which in the judgement of the Subcommittee could have catastrophic implications if not addressed effectively. These issues include: Black student enrollment and performance; dropouts; early childhood education; technology in education; school finance reform and blacks in higher education.

Throughout the life of the committee we received the total and complete support and assistance of the staff of the Advisory committee, and we would like to formally thank Dr. Michael Webb, Dr. Bruce Jones and Mr. Eric Perkins for their help and assistance as contributing researchers. We are particularly grateful to Ms. Ruth Browne for her editorial support.

It is our sincere wish that this report will be useful to Governor Cuomo as he formulates policy responses to the educational issues addressed in our report and related educational concerns of the Black community.

Sincerely,

Adrienne Y. Bailey, Ph.D.
Co-Chairman

Bruce E. Williams, Ph.D.
Co-Chairman

ACKNOWLEDGEMENTS

The Education Subcommittee wishes to acknowledge with gratitude the contributions of the many individuals, agencies, advocacy groups, and, community-based organizations who helped make this report possible. Their assistance, information, and knowledge contributed immeasurably to the formation of this report. Assistance was received from too many sources for all to be listed.

State of New York

Executive Chamber

No. 66

EXECUTIVE ORDER

ESTABLISHING A GOVERNOR'S ADVISORY COMMITTEE FOR BLACK AFFAIRS

WHEREAS, members of the Black community have contributed significantly to the State and its government to the benefit of all of the people in the State; and

WHEREAS, the State must continue to be responsive to the special needs and concerns of its Black residents; and

WHEREAS, a mechanism must be established to ensure that members of the Black community have opportunities to participate in all levels of government;

NOW, THEREFORE, I, Mario M. Cuomo, Governor of the State of New York, by virtue of the authority vested in me by the Constitution and the Laws of the State of New York, do hereby order as follows:

I. Governor's Advisory Committee for Black Affairs

There is hereby created a committee to be known as the Governor's Advisory Committee for Black Affairs (the "Committee"). The members of the Committee shall be appointed by the Governor. A chairperson and vice chairperson shall be designated by the Governor. The members of the Committee shall receive no compensation, but shall be entitled to reimbursement for any necessary expenses incurred in connection with the performance of their duties. The Governor shall designate an executive director of the Committee who shall be responsible for its administrative functions.

II. Purpose and Responsibilities of the Committee

1. The Committee shall identify and evaluate areas of particular concern to the Black community and submit recommendations to the Governor for his review. The Committee shall place special emphasis on the following areas:

a. development of increased opportunities for involvement of Blacks in all aspects of State government.

b. coordination of resources to create effective educational, vocational and health training programs.

c. evaluation of policy decisions affecting the Black community.

d. evaluation of programs and services provided by State agencies and their impact on the Black community.

e. development of awareness programs to assist members of the Black community in identifying and participating in programs sponsored by the State and local governments.

2. The Committee shall create a panel, whose members shall be designated subject to the approval of the Governor, to address the unique concerns of the Black family, with particular emphasis on households headed by Black women. The Commissioners of Human Rights, the Director of the Women's Division and the Executive Director of the Council on Children and Families or their designees shall provide assistance and advice to the panel.

3. The Committee shall establish subcommittees, which shall make recommendations concerning the special needs of various Black cultural and ethnic populations, including the Caribbean community. Such subcommittees shall periodically submit reports to the Committee for its consideration and adoption.

4. The Committee, in conjunction with the Governor's Executive Committee for Affirmative Action, shall review the implementation of affirmative action programs designed to increase employment opportunities for Blacks in State government.

5. The Committee shall report on a regular basis to the Governor on its activities.

6. The Committee may request and shall receive from any department, division, board, bureau, commission or agency of the State such assistance and data as will enable it to carry out its purpose and responsibilities hereunder.

G I V E N under my hand and the Privy Seal of the State in the City of Albany this fifth day of June in the year one thousand nine hundred eighty-five

L/S

/s/ Mario M. Cuomo

BY THE GOVERNOR

/s/ Michael J. Del Giudice
Secretary to the Governor

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ABBREVIATIONS

ACE	American Council on Education
AED	Academy for Educational Development
AI/DP	Attendance Improvement /Dropout Prevention Program
CAR	Compliance Assessment Report
CCMS	Chancellor's Commission on Minimum Standards
CHE	Chronicle of High Education
CLT	Center for Learning Technologies
CSS	Community Service Society
DPP	Dropout Prevention Plan
EIT	Excellence in Teaching
FEGS	Federation Employment and Guidance Service
LEP	Limited English Proficiency
LISSA	Low Income Supplemental School Aid
NYCBOE	New York City Board of Education
NYSBD Regents	New York State Board of Regents
NYSED	New York State Department of Education
NYUL	New York Urban League
PEA	Public Education Association
PEP	Pupil Evaluation Program Tests
PSEN	Pupils With Special Educational Needs
RAP	Regents Action Plan
RCT	Regents Competency Tests
SOAR	Student Opportunity, Advancement and Retention Project
SRP	State Reference Point
TAP	Technology Applications Planning Program
TECB	Teacher Education Conference Board of New York State

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BIOGRAPHIES

ADRIENNE Y. BAILEY

Adrienne Y. Bailey is the Co-Chair of the Education Subcommittee of the Governor's Advisory Committee for Black Affairs and vice president for academic affairs at the College Board, a post she has held since October, 1981. One of Vice President Bailey's major assignments is guiding the Boards' Educational Equality Project, a decade-long effort to strengthen the academic quality of secondary education and ensure equality of opportunity for postsecondary education for all students. Dr. Bailey came to the College Board from Chicago Community Trust where she served as senior staff associate for eight years. In that position, she was the internal specialist on early childhood, elementary, secondary and higher education for the Trust, a community foundation. Dr. Bailey was a charter member of the Illinois State Board of Education from 1974-1981, and served for seven years as an Illinois commissioner on the Education Commission of the States. She has also been an active participant in the National Association of State Boards of Education (NASBE) of which she was president in 1978-79. Dr. Bailey's current board and committee posts are numerous. She is a member of the Education Advisory Committee of the National Urban League and serves as a trustee of Marymount Manhattan College and the Southern Education Foundation. Dr. Bailey earned her doctorate from Northwestern University.

JOANN BRADLEY

JoAnn Bradley, Dean of the College of Health Related Professions at SUNY Health Science Center at Brooklyn, has held numerous academic and clinical positions and is a consultant for several health and health-related institutions, including Empire State College of the State University at New York and the Veterans Administration Hospital in Brooklyn. A member of numerous professional organizations, Dr. Bradley currently serves as Conference chairperson for the Conference on Allied Health Professions Education. Dr. Bradley received her Ed.D. from Columbia University Teachers College and has developed several innovative and exemplary child care provider programs.

ROSCOE BROWN

Roscoe C. Brown is President of Bronx Community College of the City University of New York. Prior to his appointment as President, Dr. Brown was director of the Institute of Afro-American Affairs at New York University and a professor of education at the same university. Dr. Brown serves as chairman of the New York City Regional Education Center for Economic Development. He is a member of numerous boards including the national boards of the American Council on Education (ACE) and the Boys Club of America. He serves on the New York State Attorney General's Ethical Standards Committee. Dr. Brown has pubished numerous articles and has hosted several television programs including "Black Arts" (WCBS-TV) for which he received the coveted Emmy Award. Dr. Brown received his doctorate from New York University.

BERNARD CHARLES

Bernard Charles is the chairman of the Governor's Advisory Committee for Black Affairs and a Senior Advisor to Governor Cuomo. Mr. Charles is a program officer for the Carnegie Corporation of New York where he is responsible for education, science, technology and economic development programs to assist minorities and women, youth and the poor nationwide. He is the first Black executive loaned to the state as part of Governor Cuomo's effort to improve management and efficiency in government through partnership with the private sector. Mr. Charles is the former Chairman and CEO of the New York State Mortgage Agency (SONYMA). He has held a number of prestigious positions in politics including the Black statewide Coordinator of the Howard Samuels/Mario Cuomo Challenge in 1974. The Hugh Carey/Cuomo race in 1978, and the director of the Democratic National Committee's Black voter registration drive in 1976. Mr. Charles has served on numerous boards and commissions. He currently chairs the Public Education Association of New York. Mr. Charles holds a masters degree from Yeshiva University.

JAY CARRINGTON CHUNN II

Jay Carrington Chunn is the director of research and development and a professor in the School of Health Sciences, Brookdale Health Science Center of Hunter College. Prior to this Dr. Chunn was the President of Medgar Evers College of the City University of New York. Dr. Chunn held the position of dean for ten years at Howard University, Graduate School of Social Work. He is a member of numerous organizations including 100 Black Men, Inc., the Congressional Black Caucus Brain Trust on Mental Health and the Council on Social Work Education. Dr. Chunn has published extensively on various topics in social work. He was a consultant to a number of organizations including the National Institute of Health, the New Jersey Commission on Alcohol and Drug Abuse, the U.S. Department of Health and Human Services and the White House Conference on President Carter's Welfare Reform Plan. Dr. Chunn received his Ph.D. from the University of Maryland in 1978.

FRANK B. MESIAH

Frank Mesiah is the regional administrator with the New York State Department of Labor Division of Affirmative Action Programs. He is also the first vice president of the New York State NAACP Conference of Branches. Prior to working with the Department of Labor, Mr. Mesiah served as a patrolman for the Buffalo Police Department. Mr. Mesiah has held teaching positions in elementary and higher education, and has a diverse professional experience including a position as assistant director of school integration in the Buffalo Public Schools. Mr. Mesiah is involved in numerous community and professional organizations. He is a member of the board of trustees of WNY Public Broadcasting Corporation and serves as vice president of the Buffalo Chapter of the International Association of Personnel in Employment Security. He is also a member of the greater Buffalo Development Foundation. He holds a masters degree from SUNY College at Buffalo in Administration and supervision.

ROBERT T. SIMMELKJAER

Robert T. Simmelkjaer is the executive director of the Governor's Advisory Committee for Black Affairs and a professor of educational administration at the City College of New York. At City College, Dr. Simmelkjaer served as dean of the School of General Studies and as vice provost for academic administration. Dr. Simmelkjaer has expertise in school finance, labor relations, and organizational behavior. He has written and published extensively on these subjects. Dr. Simmelkjaer was formerly principal of an experimental East Harlem elementary school, executive assistant to the President of the Institute for Education Development and Vice Chairman of the Personnel Appeals Board of the U.S. General Accounting Office. In addition, Dr. Simmelkjaer has served as a consultant to several governmental agencies, foundations and not-for-profit corporations. Dr. Simmelkjaer is a member of several boards including the Institute for Mediation and Conflict Resolution and is a member of the National Academy Arbitrators. Dr. Simmelkjaer holds a law degree from Fordham University, a doctorate in education from Columbia University Teachers College and an M.B.A. from the Columbia University Business School.

BRUCE E. WILLIAMS

Bruce E. Williams is the Co-Chair of the Education Subcommittee of the Governor's Advisory Committee for Black Affairs. He is a graduate of Mankato State University where he received both B.S. and M.S. degrees. He earned a Ph.D. in educational administration from Union Graduate School of Antioch College and has done additional postgraduate study at University of Minnesota, and University of Massachusetts. Until recently, Dr. Williams was Deputy Chancellor of the New York City Board of Education. His career includes positions as assistant director for the Equal Opportunity Division of the Rockefeller Foundation in New York City, assistant superintendent for the Minneapolis Public Schools, special assistant to the superintendent of schools in Baltimore, Maryland and Trenton, New Jersey. Dr. Williams serves as President of the General Education Board, a private foundation in New York City and is a member of the Board of Trustees of Macalester College, St. Paul, Minnesota. Dr. Williams is a member of the Education Advisory Committee of the National Urban League and the Institute for Socio-Technical Research of Jackson State University, Jackson, Mississippi. In September of 1979, he was appointed by the Secretary of the U. S. Department of Education to the National Advisory Committee on Black Higher Education and Black Colleges, and Universities (this committee, until it was disbanded in 1981, advised the Secretary of Education on the needs of historically Black colleges and higher education of Black Americans). Dr. Williams is a member of the New York State Human Rights Advisory Council.

GENERAL EDITOR AND PRINCIPAL RESEARCHER

THOMAS K. MINTER

Thomas K. Minter is Dean of the Division of Professional Studies at Lehman College, of the City University of New York. During the Carter administration, Dr. Minter served in the Federal Government as Deputy Commissioner of Elementary and Secondary Education in the Office of Education, and, as Assistant Secretary of Elementary and Secondary Education in the Department of Education. Dr. Minter was Deputy Chancellor for Instruction in the New York City Board of Education during the Chancellorship of Frank J. Macchiarola. From 1955 through 1966, before leaving New York City to attain his doctorate, Dr. Minter was a teacher at James Otis, Jr. High School and Benjamin Franklin High School in Manhattan. Dr. Minter has been the Superintendent of Schools in Wilmington, Delaware, and a District Superintendent in the Philadelphia school system. Dr. Minter holds a Doctorate of Education from the Harvard Graduate School of Education; a Master's Degree in Sacred Music from Union Theological Seminary, New York City; and, Bachelor's and Master's degrees in Education from New York University. Dr. Minter's writings include articles on the Federal role in state and local policy-making; school desegregation; and, dropouts and school completion.

CONTRIBUTING RESEARCHERS

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Nancy Gaetta is a senior associate with Program Planners, Inc. in New York City. Ms. Gaetta has extensive experience as a researcher in school finance and educational policymaking, having served as research director for the New York State Task Force on Excellence and Equity in Education and research consultant to the Minority School Finance Network.

BRUCE JONES

Bruce Jones is an adjunct professor at the College of New Rochelle in New York City where he teaches philosophy and education. While maintaining a teaching schedule at the College of New Rochelle, Dr. Jones served as a documentation associate on a Ford Foundation Dropout Prevention Urban Collaborative Project at New York University. Dr. Jones was instrumental in planning, developing and evaluating a dropout prevention initiative in eight urban cities. He also served as a research associate at the Institute for Urban and Minority Education of Columbia University Teachers College evaluating the impact of state and local prevention efforts in New York City. Dr. Jones has worked in numerous capacities for several other organizations including the National Alliance of Black School Educators, the Edward W. Hazen Foundation, the College Board. Dr. Jones received his Ph.D. from Columbia University

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William Perkins has served as associate examiner in the Division of School and Higher Education Programs of the Educational Testing Service in Princeton, New Jersey for eight years. Prior to this, Mr. Perkins lectured on the subject of history at numerous colleges and universities including Temple University, SUNY at Purchase and City College of New York. Mr. Perkins has served as a consultant to the Afro-American Historical and Cultural Museum in Philadelphia, the New York City Oral History Project and the American Labor History Series, a television documentary. He is the author of numerous articles many of which focus on aspects of African-American history and culture. Mr. Perkins is currently pursuing a doctorate in history at the City University of New York.

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INTRODUCTION

The five chapters in the first section of the Governor's Advisory Committee for Black Affairs Report on Education represent a selected overview of several important data and program issues in elementary and secondary education in New York State.

The first two chapters present evidence of a system of elementary and secondary education which is failing to produce satisfactory performance results for the majority of Black students in the State's public school systems and schools--especially those who are enrolled in the State's "Big Five" cities: New York, Buffalo, Rochester, Syracuse and Yonkers.

Chapters three and four discuss two program/academic approaches which hold great promise for reaching and teaching Black children and youths how to become successful learners: those who make steady academic and social progress through their elementary and secondary school years and who complete high school with a diploma.

Chapter five describes the need to connect the policies and mandated activities of the "Regents Action Plan to Improve Elementary and Secondary Education Results in New York," (1984), to strategies that will improve the performance of Black children in the public schools of New York State. The Subcommittee believes that the State must provide the necessary resources and must oversee the development of specific plans for relating the policies and requirements of the Regents Action Plan to the improvement of the academic and social performance of Black children in every school district, otherwise, this latest "Reform Movement," as have so many others in education, will have no effect on the performance of Black children.

Chapter VI in Section II presents the Subcommittee's analysis of the flow of State financial aid to substantially Black school districts and recommends more precise targeting of funds in certain programmatic areas.

The final chapter of this report (Section III) provides a review of the status and condition of Blacks in the State's postsecondary institutions. It reviews the 1986 Progress Report on The Regents Statewide Plan for the Development of Postsecondary Education in New York State: 1984, and offers recommendations for making the "Plan" more effective in providing equal educational access and opportunity for Blacks in higher education in New York State.

EXECUTIVE SUMMARY

SECTION I - CHAPTER ONE

BLACK STUDENT ENROLLMENT, DISTRIBUTION AND PERFORMANCE IN NEW YORK STATE: PRESENTING THE DATA

The majority of Black students in New York State's public schools (80.8%) reside in the State's "Big Five" cities: New York, Buffalo, Rochester, Syracuse and Yonkers. New York City alone, enrolls 70% of the State's Black public school students. In the State's "Big Five" cities, as in cities across the nation, Black families tend to be concentrated in racially segregated and economically impoverished neighborhoods.

A survey of available demographic and performance data indicates that Black students in the public schools of New York State, disproportionately perform at a lower academic level than do their white counterparts, and they are at greater risk of not completing school.

The State does not collect and report academic performance data on the basis of race/ethnicity. Therefore, it is difficult to collect data regarding the performance of Black students on Statewide tests, i.e., Regents Competency Tests in reading, writing and mathematics and Regents Examinations in Chemistry, earth science, physics, biology, english, and social studies. While information is reported on the numbers and percentages of Regents diplomas awarded in public school districts, the information does not specify the students' race or ethnicity.

RECOMMENDATIONS

The State should require the systematic collection, analysis and maintenance of academic performance data by race and ethnicity in all of the State's public schools and school districts; further, such data should be maintained by the State Department of Education and be reported to local school districts for their appropriate action.

The State should help Black students from impoverished families/communities meet the Regents' requirements for performance in accordance with more rigorous academic standards, by providing financial resources for additional support services including tutorials, and academic and personal counselling.

The State should provide funding to school districts to mount programs evaluated as being effective in helping Black students achieve higher academic performance and improved school completion. Priority should be given to research and analysis aimed at identifying programs proven effective in closing the academic performance gap between Black and white students.

CHAPTER TWO

DROPOUTS IN NEW YORK: PROBLEMS AND PREVENTION PROGRAMS

The most obvious symptom of the failure of urban school systems in New York State to educate Black students from central city neighborhoods is the unconscionably high dropout rate of Black students and their failure to complete school. Clearly, the rate of dropping out among Black students is disproportionate in comparison to the numbers of white students who drop out and who fail to complete school. The inordinately high numbers of Black male students who fail to complete school has serious negative economic and social consequences, which have caused the Black male to be labeled an "endangered species."

Research on dropout programs indicates that the use of absence from school as the single criterion for targeting money to schools does not include other categories of at-risk students, e.g., those who are overage when they enter high school; those who fail to make progress from grade to grade.

The Subcommittee agrees with research findings that suggest that dropout monies be targeted to strengthen the functioning of entire schools in addition to those programs developed for students who are at risk of dropping out.

RECOMMENDATIONS

The State should assist in identifying, developing, and replicating successful programs which will retain and increase the school completion rate of Black students.

The State should require the systematic collection, analysis and maintenance of dropout and school completion data by race and ethnicity in all of the State's public schools.

The State should require the inclusion of elementary schools in school districts' dropout prevention programs.

The State should target for dropout prevention services those students who are overage when they enter high school, and who attend school but do not progress through the grades.

The State should encourage and facilitate the development of partnership programs among business, industry and labor to develop and support successful school completion programs for Black students.

The State should implement the Regents' recommendation for variable school residency programs (4, 5, or 6 years) leading to high school completion.

The State should fund the development and implementation of model programs that support the active participation of parents, community organizations and religous organizations in school and out-of-school programs to increase completion of school by Black students.

The State should provide incentives and increased funding for collaborative efforts between colleges and public schools to increase school completion among Black students.

CHAPTER THREE

EARLY CHILDHOOD EDUCATION: FIRST STEPS TOWARD SCHOOL COMPLETION

For Black children who are born into impoverished families, good health care and positive educational experiences are the two most important roads leading to economic self- sufficiency and occupational/career success in adulthood.

Becoming a successful learner begins with the prenatal health of a child's mother and continues throughout his or her early childhood years. The research shows that the earlier that poor children are provided with effective schooling, the better are their chances for developing the behaviors, attitudes and ways of thinking that will enable them to become successful learners.

Early childhood and pre-kindergarten programs in community and public school settings which are developmentally oriented and socially nurturing provide the background experiences that prepare children to become successful in making the transition from nursery/pre-kindergarten programs to the more academically-focused learning programs of the primary grades in the elementary school.

Pre-school and early childhood education programs have proven to be more successful for children when parents and community representatives play an integral role. The development of school/community networks to provide early childhood educational and social experiences, and the downward extension of public school early childhood programs are needed most and must be supported in neighborhoods where there are concentrations of economically poor Black families.

Because successful early childhood programs provide the first steps toward school completion, they also provide economic and social benefits for children, their families, their communities and the larger society.

RECOMMENDATIONS

The State should make early childhood education a major priority by providing supplementary funding in districts with large numbers of low income Black families.

The State should identify successful early childhood programs and support the replication of such programs in local school districts.

The State should develop plans for creating better coordination between public school pre-school programs and pre-school day care centers operated by community based organizations.

The State should provide revenues so that community based day care center teachers/staff are funded on a par with public school day care teachers/staff with comparable qualifications, to strengthen the quality of community based day care.

CHAPTER FOUR

TECHNOLOGY IN THE SCHOOLS: SERVING ALL STUDENTS

The computer and its allied technological instruments have become an integral part of the American workplace and home. Knowledge of computers, the way they function, and the ability to use computers in communicating information, acquiring knowledge, and, as tools to explore new knowledge is a necessary function of public school education at all levels.

The cost of computers, computerized office machines and computer software is high. Many low wealth school districts and/or school districts which carry a heavy service overburden are unable to purchase computers and other educational technological hardware. The cost of installing such equipment in schools and in other places where educational services are provided is also expensive.

Low wealth districts and urban districts with high municipal overburden are, in general, those districts which enroll the highest numbers of Black students. Although, the State has supported the purchase of computers, Black students frequently do not have access to computer instruction and numbers of computers nor comparable amounts of instructional time as do students in more affluent schools and school districts.

The importance of and need for teachers/administrator training cannot be overstated as computers are introduced in schools throughout New York State. In addition to being knowledgeable about the technology, teachers and administrators must be able to instruct Black students in the broad range of modes recommended by the Teacher Education Conference Board of New York State. Teachers and administrators must be sufficiently comfortable with the technology to help Black students, many of whom come from families unable to afford to purchase computers for home use, master the new technology and use the technology beyond the "drill and practice" stage.

It is important that school district/school level administrators and teachers ensure that software used with computers be free of racially and ethnically stereotypical drawings, illustrations and content.

RECOMMENDATIONS

The State should assure access to computer technology for all students especially in schools in impoverished communities and school districts serving Black students.

The State should require school districts to identify promising practices in the use of technology to enhance the academic achievement of Black students residing in impoverished communities, and to monitor the teaching of computer technology to

ensure that Black students are being taught in the same modes of computer instruction as are more economically advantaged students.

The State should require teachers and administrators to acquire skills in computer technology and in the use of computers in classroom instruction as components of their pre-service or in-service education.

CHAPTER FIVE

EDUCATION REFORMS AND THE PERFORMANCE OF BLACK STUDENTS: A NECESSARY CONNECTION

The "reform movement" in education as it has been manifested in New York State has been focused on the establishment of more rigorous curricula for all levels of elementary and secondary schooling, for more rigorous requirements for a high school Regents Diploma, and, for greater professionalization of teachers.

The Subcommittee warns that unless these "reform" measures are accompanied by programs and initiatives designed to improve the effectiveness of education for Black public school students, the "reform" movement will not result in improving the academic performance of Black children nor will it increase the numbers of Black students who complete school.

New York State Education Department statistics for all New York State school districts, urban, suburban and rural reveal a paucity of Black classroom teachers, Statewide. None of the State's districts with Black student majorities has hired Black teachers in direct proportion to the number of Black students. Further, fewer Blacks are entering the teaching profession; and, Black teachers are more likely to leave the profession than non-minority teachers.

The majority of Black teachers and administrative staff in the public schools of New York State are found in the "Big Five" cities. Only 8.2% of the State's public school professional staff (including classroom teachers) is Black; and only 2.2% are employed outside of the "Big Five" cities.

Models of successful education of Black students and of improved school completion exist in school districts within New York State and outside of the State. Schools which foster the intellectual/academic growth of their students and which show their respect for the cultural backgrounds of the students, their parents and community through multicultural curricula, programs and activities tend to be more successful in improving the rate of student completion.

RECOMMENDATIONS

The State should require the Regents and the State Education Department to develop a plan for ensuring that certification requirements designed to promote greater professionalization of the teaching profession and initiatives to attract and recruit persons to the teaching profession are "connected" to educational programs designed to improve the academic performance and school completion of Black public school children.

The State should require school districts to revise their hiring and teacher assignment policies to: 1) attract, hire and retain significant numbers of Black teachers; 2) make certain the teacher-administrator ranks are representative of the diversity of the larger society.

The State should require school districts to provide teacher and administrator training in the teaching and supervision of a multicultural curriculum which corrects the omissions of traditional history by including historical and current contributions of Blacks in all fields of endeavor and scholarship.

The State should require all competitive grant programs designed and funded by the State Education Department for the purpose of raising academic skills and increasing school completion by Black students to include an instructional component on critical thinking, quantitative reasoning, and, verbal/comprehension skills. A relevant teacher staff development component should be required.

The State should provide incentive grants for the dissemination and replication of skills-development, pupil retention programs, within and outside of local school districts, that have been evaluated by outside evaluators and determined to be effective.

The State should provide funding for school district/college-university collaborative programs that are evaluated to be successful in raising the academic skills and the school completion of Black students.

The State should encourage and assist school districts to establish preteaching magnet high schools, or programs, to attract to and prepare minority students for the teaching profession.

The State should fund a number of summer residential programs for combinations of high achieving and high-risk high school students, based on a student collaborative/inquiry model, for student motivation and higher academic achievement.

The State should require school districts to include parent participation and development components in all State-funded programs.

SECTION II - CHAPTER SIX

PROFILE OF STATE AID TO SUBSTANTIALLY BLACK SCHOOL DISTRICTS"

The Subcommittee recognizes the State's commitment to education and the increased funding to meet the educational needs of economically poor Black students in the State's public schools.

Of the approximately 2.6 million students enrolled Statewide, almost half (46%) are located in school districts with a Black student population of more than twenty-five percent. Not only are virtually all of the State's minority students enrolled in these

districts, but so too are the vast majority of the State's educationally low achieving youths.

These school districts educate:

o 75% of all students requiring compensatory or remedial education

o 89% of all students requiring assistance with English proficiency education

o 65% of all students at risk of dropping out; and

o 50% of all handicapped students

State aid to education has increased from $4.9 billion in 1983-84 to $7.3 billion in 1987-88. All school districts have benefitted from the fiscal increase, however, districts with large concentrations of economically poor black students find that the State's approach to education financing fails to rectify the funding inequities which are insufficient to meet disproportionate educational needs.

State aid to substantially Black school districts is proportionately less than the proportion of students enrolled. As of the 1987-88 school year, with 46 percent of the students, school districts with large concentrations of minority students received 43 percent of all State aid. An additional $3.4 million, if allocated to these 32 school districts would have brought about meaningful equalization of educational opportunities.

On a per pupil basis, State aid to substantially Black school districts is lower than the average per pupil aid Statewide, despite large increases in State education funding. In the 1987-88 school year, average per pupil State aid to school districts with large concentrations of Black students was 7 percent lower than average aid Statewide: $2,670 and $2,870 per pupil, respectively. This gap has remained since 1983-84 although total State aid has increased by 50 percent. State aid increases have not reduced funding inequities; rather, they have been maintained at a higher dollar amount.

Students in substantially Black school districts have greater educational needs than are met by State aid which is granted to assist them. Programs such as Limited English Proficiency, Handicapped Aid, Gifted and Talented and remedial education aid have been, in general, successfully targeted at the substantially Black school districts, but the per pupil assistance, often, is less than that in school districts with fewer educationally needy students.

Teachers in substantially Black school districts often work in more difficult educational and socio-economic environments. Working conditions and the general socio-demographic profile of the school communities in such districts are deterrents to attracting and retaining teachers. The Excellence in Teaching Program is an important component of the State aid system, however, it is not targeted sufficiently on alleviating teacher shortages, nor does it provide incentives for retaining trained, qualified and experienced teachers in substantially Black districts.

RECOMMENDATIONS

The State should develop procedures to remove the gap in State aid per pupil between students enrolled in substantially Black school districts and elsewhere in the State.

The State should restore the equalization capacity of the Basic Operating Aid Formula to improve the equalization of educational opportunities for Black students in substantially Black school districts.

The State should develop different methods for fully allocating Remedial Education Aid for Pupils with Special Educational Needs (the New York State equivalent of the federal Chapter I Aid for Disadvantaged Children) which is now distributed through the Basic Operating Aid Formula.

The State should seek more effective procedures for targeting State aid, financially and programmatically, to school districts with students at-risk of dropping out.

The State should strengthen its financial incentives for attracting and retaining teachers in substantially Black school districts.

The State should refine its targeting priorities for the Supplemental Support Formula.

SECTION III - CHAPTER SEVEN

THE STATUS OF BLACKS IN HIGHER EDUCATION IN NEW YORK STATE

New York State has expressed a strong commitment to increasing the participation of Blacks and other minorities in higher education. The 1986 Progress Report on the Regents Statewide Plan for the Development of Postsecondary Education in New York State emphatically stated that "equality of educational opportunity for all New Yorkers will continue to be our first priority."

Nationally, the American Council on Education (ACE) has made increasing participation of minorities in higher education its major priority. Robert Atwell, President of the ACE, notes that:

> There are fewer Blacks on college campuses both in absolute numbers and as a percentage of all undergraduates than there were six years ago. This decline is even more striking when you consider that Black high school graduation rates are only slightly below those of whites.

As described in a 1985 report by the College Board, Equality and Excellence: Report on the Educational Status of Black Americans, Blacks continue to lose ground relative to non-Blacks at every educational level:

> ...in 1980, only 19% of the total 18 to 24 year old Black population were enrolled in college, as compared to 27% of their white counterparts. The difference is essentially the high school dropout rate which is higher for the Black population.

A review of the 1984 data on Blacks in higher education in New York State reveals that Black enrollment at the State University of New York remained stationary between 1980 and 1984; at 20,900 students. This figure represents 6 percent of the total student enrollment at the State University of New York in 1984; 369,075 students.

Within the City University of New York, Black enrollment increased by slightly less than 2 percent (48,228 to 49,162) in the period between 1980 and 1984. This figure represented 27 percent of CUNY's total student enrollment of 180,569 in 1984.

There was a decrease of 7 percent Black enrollment in independent institutions (32,869 to 30,423) during the period between 1980 and 1984. The total student enrollment in independent institutions was 404,868.

The total number of Black students in the four sectors of higher education in New York State (SUNY, CUNY, Independent Institutions and Proprietary Colleges) in 1984 was 107,343; which represented 11 percent of the total number of students in the State's higher education institutions: 984,785. This figure (107,343) represented a slight increase over the numbers of Black students enrolled in 1980: 105,735.

Despite a trend of decreasing Black enrollment from 1980 to 1984, there was a modest increase in the number of associate and bachelors degrees conferred on Blacks. There was a 19.2 percent increase in associate degrees for Blacks (4,625 to 5,177) and an 8.8 percent increase in bachelors degrees for Blacks (6,059 to 6,591). There was, however, a decrease of 9.6 percent in the number of Masters degrees awarded to Blacks (1,903 to 1,720). Only 4 percent of the bachelors degrees in SUNY were awarded to Blacks (1,026) in 1984, whereas, Blacks received 24 percent of the bachelors degrees granted from the City University of New York (2,287) in 1984.

A major concern of the Subcommittee is the extremely low number of Black faculty in New York State's colleges and universities: 3.5 percent in the fall of 1985. This is significant because the presence of Black faculty is an important factor in attracting and retaining Black students.

Minority faculty comprise a substantially larger number of the faculty at two-year colleges than at four-year colleges and universities;concomitantly, there continues to be an underrepresentation of tenured Black faculty at four-year colleges and universities. Since Black enrollment in graduate programs is decreasing, it appears that the underrepresentation of Black faculty will continue for years to come unless measures are undertaken now to prepare, recruit and retain Blacks for and in faculty positions.

Increasing the pool of qualified Black doctorates requires a massive effort. Several strategies have been advanced including the coordination of recruitment, admissions, and student services at an institution above the departmental level; and cooperation, in universities, between the graduate schools and the undergraduate departments in the recruitment effort.

Every effort must be made to increase the pool of Black elementary and secondary school teachers. The current climate of concern over the prescription of more rigorous educational standards and the quality of teaching, plus the emphasis on teacher testing has had a negative impact on the national minority teaching pool.

RECOMMENDATIONS

The State should support the efforts of the New York Higher Education Services Corporation to obtain additional federal funds for student aid grants.

The State should intensify efforts to increase the number of Black bachelor's degree recipients from the State University System (4 percent at present). Targeted recruitment efforts focusing on Black students must be intensified; counseling and support services for Blacks in SUNY colleges should be strengthened.

The State should provide increased aid to community colleges for programs in technical and scientific areas, as well as in the health and related areas where there are significant career opportunities for Blacks.

The State should provide funding for the development and support of programs targeted to the recruitment, support and promotion of Black faculty, and to the support of Black doctoral students to measurably increase the number of Black faculty in the colleges of New York State--especially those of the State (SUNY) and City (CUNY) University systems over which the State has primary budgetary control.

OVERVIEW

> America is moving backward--not forward--in its efforts to achieve the full participation of minority citizens in the life and prosperity of the nation...
>
> In education, employment, income, health, longevity, and other basic measures of individual and social well-being, gaps persist--and in some cases are widening -- between members of minority groups and the majority population...
>
> If we allow these disparities to continue, the United States inevitably will suffer a compromised standard of living.
>
> In brief, we will find ourselves unable to fulfill the promise of the American dream.
>
> (CHE: May 25, 1988, pg.1)

In the modern worldwide economy, there can be no disputing the fact that America's continued and future economic prosperity and social well-being are directly related to the nation's commitment and capacity to bring its racial and ethnic minority citizens to full participation in the creation and sharing of its opportunities.

Americans, traditionally, have looked to education to provide an enlightened, productive citizenry. As never before in our nation's history, the effective education of America's minority children, a disproportionate number of whom live in poverty, is the road into the nation's social, political and economic mainstream.

The most serious educational issue facing this nation, its states, cities and communities, is that of providing an education for minority students at the elementary and secondary level which will result in a high level of school completion, and concomitantly will provide the basis for postsecondary education or for fully qualified entrance into the job market. In the public schools of New York State, in its cities and in most suburban and rural school districts, Black students represent the largest racial or ethnic minority group.

In this report the Subcommittee on Education of the Governor's Advisory Committee on Black Affairs has focused its attention on issues relating to the condition of education in New York State for Black New Yorkers. Generally, the recommendations of the Subcommittee are specifically proposed to improve educational outcomes for Black children and adults in New York schools. In certain places throughout this Report, because of the disproportionate concentration of poverty among Blacks and Hispanics and the close relationship between the educational outcomes for Black and for Hispanic children in the public schools, the term "minority" is used.

As was true of the tumultuous Civil Rights Movement of the 1960's, which was focused on gaining the civil rights of the nation's Black citizens, yet resulted in the extension of civil rights to all citizens, the recommendations put forth in this report, though specifically designed to improve the education of Black students, will result in the improvement of education for ALL students in the State's public schools.

Philosophy And Methodology

The Report represents the efforts of the Subcommittee members to examine existing sources of information under each topic, as that information relates to the quality of the performance of Black children in the State's public school systems.

There are many educational topics and issues which could have been used to provide bases from which to examine the condition of education for Black children in New York's public schools. Neither available time, nor resources would allow such a comprehensive study. The Subcommittee views the issues and program areas which it has selected for examination to be sufficiently general, basic and inclusive so that proposed solutions and recommendations may be applicable to the largest number of students.

The Report uses the research of scholars, from private and public institutions, who have studied the condition of educational practice as it affects the outcomes of education for Black students. The Report does not represent seminal scientific research, but presents an analysis of data and information found in official State and local education publications and available elsewhere in the public domain.

The Report is meant to inform the Governor, the Legislature, State and local education officials, the general public and all who recognize the imperative necessity for improving the level of academic achievement, the rate of progress through school, and the rate of school completion by Black students in the public schools of New York State.

There are several assumptions and shared beliefs which underlie this analysis. These assumptions and shared beliefs have been supported and reinforced by the data which the Subcommittee examined. They are:

1. That focusing on the discussions, analyses and recommendations about in-school factors such as curriculum and instruction rather than on the sociological setting outside of the school can, and will, result in the improvement of the holding power of the school and will lead Black students to higher levels of social and academic achievement and to graduation from high school. The Subcommittee does not discount the research evidence which ties conditions of poverty and powerlessness to low school performance; however, it believes that academic achievement policies must be focused on the internal community of the school (AED:1985:vi:1-15,49).

2. That the recommended activities and strategies found in successful educational practice, are soundly based in established learning theory, and if properly implemented in the State's elementary and secondary school classrooms (for all students), will increase the motivation of Black students resulting in higher achievement and increased school completion rates.

Examples of such strategies and activities are:

- selection of appropriately challenging curricula, and the adoption of self-validating, intellectually stimulating classroom practices, which demonstrate that ad-

ministrators and teachers believe that Black children and youths can learn and can be motivated to achieve academic success

- provision of greater opportunities for the actual engagement of students in their own learning through activity-oriented classroom activities and through project-oriented out-of-school homework assignments

- provision of greater focus on the nurturing of Black students and on building their self esteem by integrating culturally-validating classroom and curricula experiences into the general academic experience

3. That vestiges of white social and economic superiority and Black social and economic inferiority are embedded throughout the cultural and economic systems of our nation. Examples are to be found in textbooks, in the national and local media, and in the pervasive continuation of racially and ethnically segregated schools and neighborhoods.

4. That the poverty-related environmental circumstances under which many Black children live are not factors that totally negate their natural abilities to learn in the formal setting of the school. The Subcommittee does believe that there is enough evidence to show that the potentially debilitating negatives of Black poverty and social and economic powerlessness can be reduced or eliminated when teachers and other school personnel provide positive representations of Blacks in all areas of intellectual, political, social and economic endeavor. Psychologists and learning theorists advocate inclusionist behaviors to heighten motivation and to build a strengthened self concept and a stronger sense of personal empowerment among Black children and youths.

5. That academic supports such as small tutorial groups are designed to help Black students master difficult curricula requirements which they may not have been taught effectively. The need is for understanding, academic aid and nurturing.

6. That the Governor, as the chief executive of the State, is the public official who can help develop a conceptualization of equity which recognizes that providing resources for the improvement of the educational achievement of Black children in the public schools will result in the improvement in the social and economic well-being of ALL of the State's citizens.

7. That the Governor of the State of New York has the primary responsibility for supporting educational and social policies and procedures which will result in the academic achievement of Black students in the State's public schools. The Governor, members of his Cabinet and their Department Heads, and, elected and appointed officials at the highest levels of State and municipal governments have tremendous influence and must use this influence to mold positive public attitudes and private behaviors toward support for the actions and activities that are called for in this Report.

8. That students who are successful learners stay in school, complete school and are prepared to take their places as productive citizens in their communities.

The Positive Celebration Of Difference

The members of the Subcommittee on Education strongly support the positive "celebration" of difference, and stress the fact that the people of New York State are racially, ethnically, linguistically and religiously pluralistic. This topic constitutes the closing section of this Overview.

A multicultural education reflects the diversity of the population of the State and of its schools. A multicultural education helps all children, of whatever race or background to understand the cultural backgrounds of their classmates and neighbors; especially those who are different from themselves. It responds to the need of all groups for "inclusiveness" and becomes an educationally motivating factor.

The present state of world communication networks, the recognition among nations of the existence of a heightened state of international interdependency, has given rise to the description of our world as a "global village;" and has made the "celebration" of difference, within a framework of inclusiveness and human commonality, a necessary condition of lifetime learning. The racial, ethnic and cultural diversity in the public schools of New York State, especially in its cities, is a microcosm of the "global village."

Professor Maxine Green, in her 1988 John Dewey Lecture entitled "The Dialectic of Freedom" presented at Teachers College, Columbia University in her chapter entitled "Multiplicities, Pluralities and a Common World," urges the development of multiple perspectives (Green:1988). In another chapter, "American Paradox, American Quest," (IBID:2:24) Green calls attention to the condition in which American Blacks and their children often find themselves:

> There are many ...instances in history and literature, instances of people who feel themselves to be determined by outside forces or by some nameless fatality, and who feel hopelessly isolated from a world where people coming together might bring change (pg. 25).

In the early years of this century, Dr. W.E.B. Dubois (Souls of Black Folk. 1903/31:4) spoke eloquently about the Negro's search for his identity in the context of the American republic (Dubois:1903/31:4):

> He would not Africanize America, for America has much to teach the world and Africa. He would not bleach his Negro soul in a flood of white Americanism, for he knows that Negro blood has a message for the world. He simply wishes to make it possible for a man to be both a Negro and an American, without...having the doors of opportunity closed in his face.

Throughout this Report a recurrent theme is the need for an individual member of a racial minority to know that his culture, her roots, his ancestry, her people have contributed knowledge and substance to the world's culture; knowledge that is valued by the mainstream culture. It is through this knowledge and through positive recognition of his group that the individual member is motivated to become a strong contributor to the Dubois' "duality" which is represented by the intertwining of the legacy of his culture with the mainstream culture; producing thereby, a culture of inclusiveness.

There can be no "Western"culture without "Eastern" Culture; no Asian culture without African culture; no European culture without African and Asian culture. These are the

cultural strands which run through and weave the mosaic of world knowledge. The contrasts are (1) freedom and connectedness, (2) individual learning and group empowerment, (3) knowledge of self and of the larger world, and (4) self-determination and sense of community.

It is this message that young people in our schools must receive and understand. It is their teachers who must guide them to such understanding by illustrating through precept, example and selection of culturally validating curricula experiences, that, they too, value both the differences and the commonalities in and among their students.

It is unfortunate that the average shelf of books on multicultural, multiethnic understanding, with rationales for teaching, is filled with books geared toward the early childhood and elementary aged youngsters. In our nation, which pays homage to cultural diversity and pluralism, these streams of thought and action must pervade all educational settings from early childhood through graduate school.

Students who complete school with high achievement and a strong sense of personal satisfaction tend to be those who have found the school to be a place of nurture and emotional support in addition to being the institution where their intellectual capacities were engaged and strengthened (National Urban League:1988). The greatest motivator toward learning and toward the acquisition of knowledge is personal and is based on each person's need to know about himself/herself, and this world, for his/her personal enrichment and empowerment.

The Subcommittee's Report calls attention to a selected number of issues regarding the effectiveness of the education of Black students in the public schools of New York State and makes recommendations which will inevitably improve the performance of ALL the State's public school children.

CHAPTER ONE

BLACK STUDENT ENROLLMENT, DISTRIBUTION AND PERFORMANCE IN NEW YORK STATE: PRESENTATION OF THE DATA

> Our most serious educational problem is our failure to educate large numbers of children, particularly in our urban centers, but wherever there are conditions of poverty.
>
> (NYSED Annual Report 1986-87)

INTRODUCTION

New York State has instituted a series of elementary and secondary education reforms that have been designed to strengthen and make more rigorous the academic requirements for graduation from high school. Extending downward to the third grade and becoming increasingly demanding through each grade up to the twelfth, requirements in reading, mathematics, science, social studies and foreign language acquisition will be imposed and monitored in all of the State's school districts by the New York State Education Department. These requirements, which are embodied in the Regents Action Plan of 1983 and are enacted in "Part 100" of the Commissioner's Regulations for Elementary and Secondary Education (NYSED:November 30, 1984) will be described in detail in this chapter.

In this chapter are data which indicate that the majority of Black students in New York State's public schools, especially those who are enrolled in urban school systems and in impoverished neighborhoods, are failing to achieve academic success at the same or comparable levels as white students throughout the State.

The data reveal that the majority of Black students in New York State's public schools are enrolled in its "urban centers" or "Big Five" cities: New York, Buffalo, Rochester, Syracuse and Yonkers. The level of underachievement and of failure to complete school is generally higher among all students in these cities; and for Black students, is disproportionally higher within the cities and, therefore, within the State.

Blacks and educators recognize the need for greater rigor in elementary and secondary education to prepare children, and all others, to become fully prepared for careers and for employment in a world that is continually and rapidly changing--economically and technologically. However, there is fear that the requirement for greater academic rigor will not be accompanied by the academic and social supports needed to help Black students who are already experiencing school failure in great disproportion to their numbers among the State's total student population.

The Subcommittee on Education shares the fear that Black students will be placed in greater jeopardy of failing to complete school by the establishment of higher standards because school systems have not, under existing less rigorous standards, found ways to help Black students improve their academic performance and to complete school at higher rates.

A major purpose of this chapter is to document the persistence of academic failure and underachievement by Black students in the elementary and secondary schools of

this State as a first step toward identifying the underlying issues and toward formulating recommendations for improvement in this and in subsequent chapters.

Reporting the Data:

Although the New York State Education Department historically has not collected and reported achievement data by race and ethnicity, publications and reports by the New York State Education Department and by the New York City Board of Education provide several indices by which the general level of school performance among Black students in public schools can be determined. [Note: It has been reported to the Subcommittee that the State Education Department has begun to collect achievement data by race/ethnicity and that future reports, as appropriate, will report such data.]

Over the past several years, New York City has been developing procedures for reporting achievement and dropout data on a racial/ethnic basis; as a result the city's 1988 high school dropout statistics have provided data on a racial/ethnic basis.

Because enrollment and other statistical data are available for the School Districts of the City of New York and because New York City enrolls 71.1 percent of the Black students in the State, New York City data will be highlighted throughout this chapter and report. Data from the "Big Five" cities, including New York City will be referred to, also, because the Black student enrollment of these cities represents 81.2 percent of the State's total Black student enrollment.

THE REGENTS ACTION PLAN:EDUCATION REFORM IN NEW YORK STATE

Spurred by the flood of national reports on the state of education in America which were generated following the publication of the Reagan administration's A Nation at Risk: The Imperative for Educational Reform (Washington, D.C., April, 1983), the New York State Education Department distributed to school districts across the State its "Proposed Action Plan to Improve Elementary and Secondary Education Results in New York." During the fall and winter of 1983, through the fall of 1984, the Regents and the Commissioner of Education held a series of regional meetings for the purpose of receiving testimony from educators, local legislators and interested individuals and groups regarding the components of the document that has come to be known as "The Regents Action Plan" (NYSBD REGENTS:August, 1983).

Passed by the Board of Regents on November 16, 1984 and incorporated in the Commissioner's Regulations as Part 100, the provisions of the plan were to be phased in between 1985 and 1994 (NYSED:November 30, 1984). Thus, the State of New York officially joined the Education Reform movement of the 1980s.

The Regents Action Plan (RAP) redefined almost every element of the elementary and secondary school curriculum. The plan mandated "pupil evaluation program tests" in elementary schools as follows: in reading and mathematics in the third and sixth grades; in writing in the fifth grade; in social studies by the end of the sixth grade (May 1987); and in science by the end of the sixth grade (May 1989). The RAP mandated remedial instruction for students scoring below the designated State reference points for specified grades (NYSED: November 30, 1984, pg. 15).

At the secondary level (grades 7-12), State-prepared examinations called Regents Preliminary Competency Tests in reading or writing were mandated for grades eight or nine; and, Regents Competency Tests (RCTs) of achievement in reading, writing, mathematics, American history and government, global studies and science were to be administered in grades nine through twelve.

The traditional Regents Examinations, defined as "...State achievement tests based upon syllabi prescribed by the department," with added requirements in science, U.S. history, and global studies, were continued as requirements for a more rigorous Regents Diploma (IBID:19-26). According to the State Education Department's "Annual Report 1986-87," (pg. 24) the history requirement will affect pupils graduating in 1990, science in 1991, and global studies in 1992.

The Regents Action Plan also mandated the provision of instruction in a language other than English in grades 8 through 12. This requirement, as yet, has not been implemented.

The Regents Action Plan, has become the requirement for an annual Comprehensive Assessment Report, to be prepared by the State Education Department based on "three years of State test results, graduation data, enrollment data, dropout and attendance rates," for every school in a district. Schools in every district across the State, falling below the State Reference Point in specified subjects, would be placed on the Comprehensive Assessment Report--the CAR report. The CAR report is sent to the local superintendent of schools for submission to the local board of education at a public meeting (NYSED:"New Part 100...." (November 19, 1984) pp. 9-11 (m)). In New York City, the central Board of Education is responsible for submitting the data for the 32 Community School Districts; and the Chancellor is responsible for submitting the total CAR report to the Board of Education at a public meeting. The Chancellor also informs the community district superintendents about the information on the CAR report which relates to their individual district schools. Schools that have been placed on the Comprehensive Assessment Report are known as the CAR schools.

DEMOGRAPHICS: NEW YORK STATE'S PUBLIC SCHOOLS

Overall Enrollment Data:

In the 1986-1987 school year 2,567,292 students were enrolled in the public elementary and secondary schools of the State's 724 operating school districts.

Comparison of the sizes of the independent, autonomous school districts outside of New York City, which is one school district with 32 decentralized community school districts, is instructive, and, often surprising to New York City residents who are familiar with public enterprises on a grandiose scale.

Other than New York City, which enrolls almost one million pupils, no district enrolls more than 45,000 pupils. Two cities, Buffalo and Rochester, enroll 44,009 and 32,175 students, respectively. Eight cities enroll from 10,000 to 25,000 students. Seven hundred and thirteen of the total number of 724 districts enroll fewer than 10,000 students (All of New York City's 32 community school districts enroll more than 10,000

students.); and 245 of the State's school districts enroll fewer than 1,000 students (NYSED:"Racial/Ethnic Distribution..."(1986- 87) pg.1-2.)).

When compared to New York City, even the "Big Five" are relatively small school districts. The following chart shows the numbers and distribution of students in the State's elementary and secondary schools, K - 12, and allows for numerical comparisons among the "Big Five" city school districts and between the "Big Five" and the rest of New York State (NYSED:"Racial/Ethnic Distribution of Public School Students and Staff." (1986-87), pg. 1):

Location "Big Five" Cities	Enrollment
Buffalo	44,009
New York	932,343
Rochester	32,157
Syracuse	21,112
Yonkers	18,238
Total "Big Five"	1,047,859
Rest of State	1,519,433
TOTAL STATE	2,567,292

Black Student Distribution/Enrollment:

Black student enrollment and distribution in New York State is basically an urban phenomenon. Black students are concentrated in the State's "Big Five" cities: New York, Buffalo, Rochester, Syracuse and Yonkers. Black students constitute 19.5 percent of the elementary and secondary public school students in New York State; however, only 6.3 percent of all Black students, 94,203 out of 500,622,are enrolled in school districts outside of the "Big Five" cities. These cities enroll 81.2 percent (406,419) of the State's total number (500,622) of Black public school students.

New York City, alone, enrolled 70.7 percent (356,053) of the total number (500,622) of Black public school students in New York State in the 1976-77 school year.

Conversely, the remaining 719 of the State's 724 school districts enrolled 89.3 percent (1,355,781) of the total number (1,604,557 of New York State's white (not Hispanic origin) students. New York City enrolled 21.3 percent (198,272) of the State's total number (1,604,557) of white (not Hispanic origin) students. The "Big Five" cities enroll 23.7 percent (248,776) of the State's white (not Hispanic origin) public school students, K-12.

Two observations flow, immediately, from these data: 1) Almost 90 percent of New York State's white (not of Hispanic origin) public school students live and attend school outside of the State's large urban areas; and, 2) the educational problems of underachievement and of dropping out are concentrated in the State's large cities where more poor, homeless, unemployed/underemployed persons reside, and (with the

exception of Syracuse) in whose schools Black and Hispanic students constitute the numerical majority.

STUDENT PERFORMANCE/ACHIEVEMENT DATA

In reporting academic performance data, the State does not provide data according to race/ethnicity. It is possible, however, to make gross extrapolations about the comparative level of achievement between cities which enroll large numbers of Black students and the medium and small size cities, which as a group, enroll few Black students, and New York City.

Following are tables showing student performance data from several Statewide examinations as provided in the State's "Annual Report 1986-87" (NYSED:1987). In the "Annual Report 1986-87" Albany (total pupil population 7,834) is listed among the "Large" cities and New York City is listed in a separate category.

These data provide comparative information on the Pupil Evaluation Program (PEP) tests, the Regents Competency Tests and the Regents Examinations. The comparisons, in general, show that, student scores in New York City and in the "Large Cities," are lower than those of students in the small cities of the State.

In the section of the NYSED's "Annual Report 1986-87" which summarizes the results for several of the State testing programs, it is to be noted that on the Pupil Evaluation Program tests (PEP) in grade 3 Reading and Mathematics, Grade 6 Reading and Mathematics, and in the Grade 5 Writing test pupils in "medium cities" scored eight to ten points higher than did pupils in the "Large Cities" (Albany, Buffalo, Rochester, Syracuse and Yonkers); and larger numbers of pupils in both groups of cities scored above the State Reference Points than did pupils in New York City.

PUPIL EVALUATION PROGRAM (PEP) TESTS, 1987

	Percent Pupils Above St. Ref. Point				
	Gr 3 Rdg	Gr 3 Math	Gr 6 Rdg	Gr6 Math	Gr 5 Wrtg
New York City	65	77	65	65	82
Large Cities	76	89	71	80	86
Medium Cities	84	95	81	91	92

In the following Regents Competency Test data for 1987 (NYSED:"Annual Report 1986-87" pg. 7), the "Large City" scores in several categories are higher than the medium cities, and in one instance higher than a small city score. New York City scores, however, are markedly lower than all comparative areas.

Regents Competency Tests - 1987

PERCENT PASSING

	Reading	Writing	Mathematic
N.Y. State	89.7	80.4	69.2
Large Cities	88.1	84.66	69.36
Medium City	82.9	80.8	72.8
Small City	91.4	82.8	78.8
N.Y.City	83.3	68.7	59.1

BLACK STUDENT PERFORMANCE IN THE CITY SCHOOL DISTRICT OF THE CITY OF NEW YORK

Two important indices of Black student underachievement in New York State exist in the New York Public schools. The first is the large number of schools on the State's Comprehensive Assessment Report that can be identified as having majority Black student enrollments. The second important index of Black student underachievement is the citywide dropout rate among Black students and the racial/ethnic composition of the high schools with the highest numbers of dropouts. This information is now available in the New York City school system's "Annual Dropout Report 1986-1987" published in June, 1988 (NYCBOE:1988).

The Comprehensive Assessment Report: New York City Public Schools:

The genesis of the State's Comprehensive Assessment Report in the Regents Action Plan of 1984 has been described elsewhere in this chapter.

The Regents Action Plan mandates that the State Education Department prepare an annual Comprehensive Assessment Report for every school in a district. The CAR report, as the State generated list has become characterized, is based on "three years of State test results, graduation data, enrollment data, dropout and attendance rates," for every school in a district. Schools falling below the State Reference Point in the specified subjects and areas are to be placed on the Comprehensive Assessment Report. The CAR is sent to the local superintendent of schools (the Chancellor, in New York City) with the requirement that it be shared with the Board of Education at a public meeting. Schools that have been placed on the Comprehensive Assessment Report have come to be known as the CAR schools.

In November, 1985, the New York State Education Department published its first list of CAR schools. Of the 600 schools on the CAR list, more than two-thirds (417) were in New York City: 236 elementary schools, 109 middle schools and 72 high schools (Rohter: New York Times.November 21, 1985, pg. B8). In December, 1985, upon the Chancellor's request for review, the State removed seventeen of the schools from the list; however, eleven of the seventeen were alternative high schools.

The New York City CAR schools are those which have a high percentage of students who scored below the State Reference Point on the Grades 3, 6, and 8 Regents Preliminary Competency Tests in reading and below the State Reference Point for grades 3 and 6 in mathematics.

High schools on the CAR list are those whose students scored below the State Reference Point on the Regents Competency Tests (RCT) in reading (grades 11 and 12) and in mathematics (grades 9 through 12).

The schools were considered by the State Education Department to be the 10 percent of the schools, statewide, "...whose achievement test results and dropout rate show the most need for improvement" (Rohter. New York Times. November 20, 1985, pg. 1).

A check of the schools on the CAR list reveals that the majority of elementary and middle schools on the list are in community school districts and/or neighborhoods with majority enrollments of Black students, or Hispanic students or Black and Hispanic students.

For example, Community School District 11, in the Bronx, with the highest white enrollment and the highest overall socioeconomic status in New York City, has the smallest number of elementary and junior high schools on the list (5). By contrast, Brooklyn Community School Districts 17 (88.0 percent Black students) and 23 (81.5 percent Black students) have larger numbers of CAR elementary and middle schools than Brooklyn Community School Districts 20 (51.2 percent white students) and 21 (49.5 percent white students). It is worth noting, also, that Community School Districts 17 and 23 are among the lowest in socioeconomic status in Brooklyn. Community School District 31, (the entire Borough of Staten Island) which has an enrollment composed of 75.3 percent white students and a predominantly middle/middle class population, had only 4 CAR schools.

The high schools on the CAR list, basically, reflect racial/ethnic/socioeconomic status characteristics that are the same as or similar to those of the elementary and middle schools in the community school districts as illustrated above. The high schools have predominantly Black or Hispanic student bodies and have large numbers of students from economically poor homes and neighborhoods.

Following receipt of a list of CAR schools, former Schools Chancellor, Nathan Quinones, appointed a Commission on Minimum Standards. Composed of educators at elementary/secondary and collegiate levels, representatives of local school districts, school administrators and union representatives, and parents and members of advocacy groups, the Commission was charged to develop and recommend a set of minimum standards for all schools in the system (NYCBOE, Press Statement. November 20, 1985).

The Chancellor's Commission on Minimum Standards (CCMS), chaired by Professor Edmund Gordon of Yale University, has developed a series of multi-year goals with performance standards attached to each goal and has identified enabling support services designed to help principals and teachers increase the continuous movement of pupils toward school completion.

In June, 1986, the New York City School Chancellor and the Board of Education adopted a set of "minimum academic and attendance standards" for the school system (Perlez. The New York Times.June 5, 1986 pg. B1). The Commission is continuing to develop recommendations for children with Limited English Proficiency, Special Education students, and, for alternative school students (CCMS, "Progress Report" May, 1987. Manuscript).

Black Student Dropouts in New York City: "The Annual Dropout Report 1986-1987":

Although a later chapter of this report will be devoted to analyzing the problem of dropping out among Black students, a brief discussion of the problem is of relevance to this chapter because it is a second indicator of academic underachievement and represents failure to complete school.

In June, 1988, for the first time since the New York City Board of Education has been compiling and publishing dropout statistics, the annual report provided racial/ethnic data (Annual Dropout Report NYC BOE: 1988).

Black Student Dropout Statistics:

The racial/ethnic group dropout statistics, were also calculated on a one year (actual) and a four year (estimate) rate. For Black students the one year (actual) dropout rate was 6.7 percent and the four-year (estimate) was 24.3 percent. However, the most revealing calculations are the four-year projected dropout rates which show the group percentage of the total high school enrollment compared with the percentage of all dropouts. Black students are 39.3 percent of the total high school enrollment and are 39.6 percent of all dropouts. Hispanic students are 29.5 percent of the total high school enrollment and are 39.3 percent of all dropouts. By comparison, white students are 24.0 percent of the total high school enrollment and 17.5 percent of all dropouts.

Further analysis of the dropout data will be presented in the following chapter. Analysis of the data according to the racial/ethnic composition of individual high schools and individual community school districts in New York City document the concentration of Black and Hispanic students in the high schools and in the community school districts with the lowest levels of achievement.

The dropout statistics and the Comprehensive Assessment Report's list of underachieving schools, make it clear that the New York City schools are failing to effectively educate disproportionately large numbers of Black and Hispanic students--the majority of the system's student population.

POVERTY IN NEW YORK STATE: CENSUS DATA (The Six Large Cities)

1980 Census data show that the percentage of children (ages 6-17) living in poverty in the six largest school districts in New York State ranged from 15.1 percent to 30.4 percent: Albany, 21.7 percent; Buffalo, 29.1 percent; New York City, 30.4 percent; Rochester, 24.5 percent; Syracuse, 22.6 percent; and Yonkers, 15.1 percent .

In the State as a whole, 44.5 percent of all Black children lived in poverty in 1984, up from 37.3 percent in 1979. During the same period the percentage of white children

living in poverty rose from 10.3 percent to 14.5 percent. The gap between Black and white children living in poverty in New York State in 1984 was 30 percentage points.

POVERTY IN NEW YORK CITY

The New York Urban League's Status of Black New York Report, 1984, provides a veritable wealth of statistics about the social, economic, housing, health and employment status of Blacks in the five Boroughs of New York City. A selected "profile" follows (NYUL:1984:4,5):

- Approximately one-third of Black families are economically poor.
- Black families are younger, larger, and more likely to be single-parent.
- Blacks have higher infant mortality rates and lower birthweight infants.
- Predominantly Black community districts have high percentages of children without proper immunization and are often designated as health manpower shortage areas.
- Eighty-seven percent of all Black school children attend public schools compared to 67 percent of white children.
- While the overall dropout rate from City schools is 45 percent, 72 percent of Black children do not complete high school.
- The official unemployment rate for Black adults constantly exceeds citywide rates by about 4-5 percent, with the rate for out-of-school Black teenagers varying from 40-60 percent.

The negative effect of conditions of poverty upon the school performance of children has been well documented. These statistics, when compared with Black student school enrollments, and published reading and mathematics scores (for superimposed community school districts and community districts) graphically reveal the negative correlations between poverty and low school achievement.

In the cities across the nation, but especially in the cities which New York calls its "Big Cities" or "Large Cities" it is the concentrations of poor and low income families, many of whom are Black, Hispanic and Native American, which deepen the sense of municipal and institutional neglect and lead to a collective sense of hopelessness.

Challenging, intellectually stimulating schools which provide nurture and respect for Black children and for their parents and communities have been shown to help children succeed in school, despite outside conditions of poverty. The challenge for New York State school districts such as many of those in New York City and others in New York State's "Big Five" or "Large" cities which enroll large numbers of Black students, many of whom live under impoverished conditions, is to seek and adapt existing models of academically effective school programs that have facilitated Black children and youths school achievement.

CONCLUSIONS

This brief survey of available performance and demographic data about Black students in the public schools of New York State indicates that Black students are achieving on a lower level than their white counterparts.

The data support also, the strong correlation between family income and academic achievement. It is important to note that the six largest cities in the State, in addition to enrolling the largest concentration of Black(and Hispanic) students enroll the largest concentrations of New York State's children who live in poverty.

It is clear that the State and the local school districts must have a more accurate and complete picture of the performance of Black children if educational reform programs are to become effective and successful. It is important that the collection of performance data, identified by race and ethnicity, be available so that these programs can be developed, and specifically targeted at the educational needs of Black children. The data must be collected systematically as well as maintained and analyzed to determine program effectiveness and need for program improvement.

The data in this chapter clearly invoke two separate recommendations the first having to do with the systematic collection of school performance data by race and ethnicity, the second, to improve the academic performance of Black students in the State's public schools--especially those in the State's largest cities.

RECOMMENDATIONS

The State should require the systematic collection, analysis and maintenance of academic performance data by race and ethnicity in all of the State's public schools and school districts; further, such data should be maintained by the State Department of Education and be reported to local school districts for their appropriate action.

The State should help Black students from impoverished families/communities meet the Regents' requirements for performance in accordance with more rigorous academic standards, by providing financial resources for additional support services such as tutorials, and for academic and personal counselling.

The State should provide financial revenues to school districts to facilitate the initiation of programs evaluated as being effective in helping Black students achieve higher academic performance and improved school completion rates. Priority should be given to research and analysis aimed at identifying programs proven effective for closing the academic performance gap between Black and white students.

CHAPTER TWO

DROPOUTS IN NEW YORK: THE PROBLEM AND PREVENTION PROGRAMS

INTRODUCTION

It is not an exaggeration to identify the problem of school dropouts by urban minority youths as the most serious educational and economic problem facing the nation, today. Although many rural and suburban school districts have serious dropout problems, the phenomenon of dropping out of school reaches its most serious manifestation, and with devastating social and economic consequences, in the nation's big cities.

It is in New York's big cities, also, that the disproportionate racial dimension of the dropout problem is most visible. For it is in the cities of America that large concentrations of economically poor and undereducated or immigrant minorities live: primarily, Blacks, Hispanics, Native Americans and Asians. Only Asian New Yorkers have, in general, escaped the patterns of low school achievement and high rates of failure to complete school from which other minorities have not been able to escape.

In New York State, it is the overwhelming concentration of Black and Hispanic public school students enrolled in the State's "Big Five" cities (Buffalo, New York, Rochester, Syracuse and Yonkers), that makes the disproportionate numbers of minority students who dropout primarily an urban concern.

A brief review of New York State's pupil enrollment statistics, according to racial and ethnic composition, as cited in the preceding chapter, is relevant for this paper. New York's "Big Five" cities enroll 81.2 percent of the State's Black public school students, K-12. When Hispanic students are included in the "Big Five" cities totals, Black and Hispanic students account for 84.6 percent of the State's minority student population. New York City alone, enrolls 71.1 percent of the State's total Black student population and 86.1 percent of the State's total number of Hispanic students (NYSED:"Racial/Ethnic Distribution.." (1986-87:2)).

The New York State Department of Education estimates that in the 1984-85 school year, Black students comprised 19.2 percent of the State's public school enrollment and 26 percent of the State's public school dropouts (NYSED: "Increasing High School Completion Rates." (July, 1987)). If 26 percent of the State's dropouts were Black, yet Black students represented only 19.2 percent of the State's public school enrollment, clearly Black students represent a disproportionate number of the State's public school dropouts.

With 81.2 percent of the State's Black pupils enrolled in schools in the "Big Five" cities, and only 18.8 percent of the Black students enrolled in the rest of the State's school districts, it is clear, also, that the disproportionate numbers of Black students who drop out of school in New York State are located in the State's urban centers. While Black and Hispanic students comprised only 32.8 percent of the State's public school population in 1984-85, they constituted 69.1 percent of the student population in the "Big Five" cities.

A STATISTICAL PROFILE OF BLACK NEW YORK DROPOUTS

New York City:

Prior to June, 1988, neither the New York State Education Department nor the New York City Board of Education kept dropout statistics by racial/ethnic classifications. However, the 1988 "Annual Dropout Report" of the New York City Board of Education, for the first time, provides information according to race and ethnicity (NYCBOE:6:88). The State, presently, is developing dropout information according to race and ethnicity and expects to publish the results in the near future.

The New York City Board of Education's 1988 Annual Dropout Report, gives racial and ethnic information upon which to base more discreet analysis of the dropout percentages. The report,representing the 1986-87 school year, gives an overall systemwide view of Black (and Hispanic) dropout conditions.

The report presents a variety of statistics and important data which makes possible a more discreet analysis of New York City's dropout population than heretofore has been available. In addition to reporting dropout rates for the major racial/ethnic pupil populations, it gives individual high school graduation and dropout rates (though not by race/ethnicity), one-year rates, and, their extrapolated, estimated four year figures. Dropout figures for students still attending middle schools, or who did not enter high school when scheduled, were also collected.

The following "Highlights" are excerpted from the New York City Board of Education "Annual Dropout Report 1986-87" (p.i):

- The annual dropout rate in New York City was 7.3 percent for the high schools, and 8.3 percent systemwide.
- The estimated four-year dropout rate in New York City was 26.3 percent for the high schools, and 29.2 percent systemwide.

Also offered in this Report were two charts presenting the "Ethnicity/Race of the Dropout Population." The annual (one-year) dropout rates and the estimated four-year dropout rates for five ethnic/racial groups are presented below for the period 1984 through 1987:

Dropout Rate (Percent)

Ethnic/Racial Group	One Year (Actual)	Four-Year (Estimate)
Alask.Nat./Am.Ind.	6.6	23.0
Asian/Pac.Isld.	3.3	12.7
Hispanic	8.9	31.1
Black	6.7	24.3
White	4.8	18.0

The ethnic/racial distributions of dropouts and total high school enrollment are compared below:

Ethnic/ Racial Group	Percentage of Total H.S. Enrollment	Percentage of All Dropouts
Alask.Nat./Am.Ind.	0.1	0.1
Asian/Pac.Isld.	7.1	3.5
Hispanic	29.5	39.3
Black	39.3	39.6
White	24.0	17.5

The four-year percentage dropout rates given for Black high school students is 39.6 percent; sadly, an almost perfect correlation with the percentage of Black high school students: 39.3 percent. Among white students the corresponding figures are 17.5 and 24.0 percent, respectively.

Similarly, the Hispanic four-year dropout projection of 39.3 percent is greatly disproportionate to the percentage of Hispanic high school enrollment: 29.5 percent.

These dropout percentages, whether for one or for four years are devastating. Of the systemwide high school dropout percentage of 26.3 percent, 78.9 percent of these youth are Black and Hispanic. In actual numbers, on a population base of 302,617 students, 25,028 students were dropouts in the 1986-87 academic year (The Board of Education's figures: Table 2, page 10). The estimated four-year dropout rate is 29.20 percent or 88,364 students. Of the latter figure 78.9 percent are Black and Hispanic students: 70, 691 (rounded to 80 percent); 17,672 per year (NYCBOE 1988).

An important feature of the 1988 Annual Dropout Report is the set of charts in Appendices D, E, and F which provide lists of the city's high schools by type of school and by dropout category. If a column giving the racial/ethnic percentage of each high school were to be added following the name of each high school, it would reveal, with great precision, that academic/comprehensive high schools which enroll majority Black and/or majority Hispanic students (with few exceptions) have markedly higher dropout rates than academic/comprehensive high schools enrolling predominantly middle class white students, or, schools classified as educational option or as "examination" schools. Such disparities exist in high schools in each of the five boroughs of New York City.

A table printed in the New York Daily News, (June 21, 1988, Pg. 23) illustrates this fact well. The table, entitled "Class of '87 Dropout Rate," lists the ten high schools with the lowest dropout rates and the ten high schools with the highest dropout rates. The ten high schools with the lowest dropout rates reported dropout percentages from 0.0 percent to a high of 5.5 percent. The ten high schools with the highest dropout rates reported dropout rates from 42.2 percent to a low of 34.1 percent. Eight of the ten high ranking high schools (lowest number of dropouts) are "examination" schools, technical schools, or educational option schools. The remaining two, with 5.3 percent and 5.5 percent are academic/comprehensive high schools located in middle class, predominantly white middle class sections of the borough of Queens. Nine of the ten

high schools with the highest number of dropouts were academic/comprehensive high schools located in impoverished neighborhoods in Brooklyn and in the Bronx. A tenth school on the list with the highest number of dropouts is located in Manhattan.

The New York City Board of Education, through its Office of Educational Assessment planned and implemented a study of the progress of a single class through four years of high school. Data from this study, "The Cohort Dropout Study: the Class of 1986. (NYCBOE: October, 1987), is included in this chapter because it should serve as a model for similar studies in cities and suburban places across New York State. One addition is needed however, a racial/ethnic reporting component. The cohort study method provides information about those students who remain in school, but take longer than the traditional four-year period to complete their studies or leave school without completion.

The major purpose of the "Cohort Dropout Study" was to calculate the dropout rate for a large group of students; approximately 70,000 who entered high school in September, 1982, with an expected date of graduation in June, 1986.

The data revealed five significant findings (IBID:1987:i):

- 22 percent of the students had dropped out.
- 12 percent of the students had moved out of the city and/or enrolled in other educational institutions.
- 41 percent of the students had completed their education successfully, 36 percent by earning a high school diploma and 5 percent by earning a G.E.D.
- 21 percent of the students remained enrolled in the school system.
- 4 percent of the students were of "unknown status". They were not attending school, but either their discharge from school was not recorded due to a data-entry error, or they had not been officially discharged.

The researchers suspect that the eventual dropout rate will be higher than 22 percent because unknown numbers of those students in the "still enrolled" and "unknown" categories will leave school without graduating.

A second factor affecting the surprisingly low dropout rate for the class of 1986 is the fact that approximately 10,000 low achieving students were held over in 1981, and were added to the class of 1987. It is expected that the dropout rate for the class of 1987 will be larger because many of the 10,000 students who were held over were the lowest achieving students.

Since many of the students of the class of 1986 who have not dropped out entered high school overage and remain overage for their grade level (calculated on a four-year basis), it is reasonable to expect that many of this group will eventually drop out.

A study of eleven Bronx high schools, in 1987-88, corroborated this finding of the Cohort Study, and found that the majority of students in the high schools were overage for their grade placements at all levels; were overage at the time of their admission from junior high school and were likely to dropout. (Minter/Giles:"Lehman College Dropout Research Project " (July, 1988)).

For a number of years, Black and Hispanic educational and civic organizations have complained that the Board of Education's dropout statistics for Black and for Hispanic students were too low. A 1987 report entitled "Dropping out of School in New York State: The Invisible People of Color," (SUNY:African American Institute. Pp. 7,8) provided the following statistics:

> In New York State, for the class of 1981, the Latino dropout rate was 62 percent, African American 53 percent, and Native American 46 percent..

The New York Urban League has claimed a 72 percent dropout rate for Black children who fail to complete New York City public high schools (NYUL:1984:4), and ASPIRA has reported that the dropout rate for Latinos in the New York City public high schools is 80 percent (ASPIRA:1983:8).

The new reports and the new forms of reporting should begin to settle the various disparate perceptions of the dropout rate for Black and Hispanic children in the schools of New York City and State; however, whatever the overall dropout figure may be, the official figures provide a compelling statement of the need for the State and its cities to help school districts develop programs which will enable Black and Hispanic students to complete school in ever-increasing numbers.

THE ECONOMIC AND SOCIAL SIGNIFICANCE OF HIGH DROPOUT RATES AMONG BLACK STUDENTS

The economy of New York State, similar to that of the nation and the industrialized world, has entered a period of rapidly changing technological production. Although many clerical and production jobs in corporations and in industry may not require highly technical knowledge, the use of word processors, computers and related machines in offices and in industrial plants require that workers be literate in word comprehension and in numeracy if they are to meet the requirements of the marketplace.

The social and economic costs to New York State of thousands of Black residents who have failed to complete high school is, and will continue to be, manifested in high crime and incarceration rates; in the need for welfare support for families and children whose heads of households do not have the skills for a job market which no longer accommodates large numbers of unskilled manufacturing laborers; in the provision of extended health care services for underemployed and unemployed residents; and, in the need for all New Yorkers to make up for the loss of taxable income. For New York City, a large unemployable Black young adult population will result in the City's inability to hold, within its boundaries, corporations and governmental agencies, who need resident workers with literacy and numeracy skills.

The report of the 1986 "Task Force on the New York State Dropout Problem," which was commissioned by the African American Institute of the State University of New York,

describes the future employment and life opportunities for the average high school dropout (African American Institute,SUNY:1986:16):

> The evidence clearly shows that dropouts experience higher rates of unemployment than those who obtain a high school diploma...Over a lifetime, dropouts may earn as much as 50 percent less than high school graduates.
>
> In 1983, the Department of Labor estimated that for high school graduates who did not enroll in college (49 percent) 82 percent were employed, while the employment rate for the 670,000 early school leavers was just over 48 percent.

National labor force statistics show that even college degrees fail to guarantee economic security for Blacks. Black college graduates have about the same likelihood of being unemployed as white high school dropouts (Bane, M. and Ellwood, D., Dynamics of Dependence: The Routes to Self-Sufficiency, Cambridge, Mass.: Urban Systems and Engineering, 1983). So for Black students who drop out of high school without a diploma the outlook for future employment is certainly bleak.

Samuel Ehrenhalt, Regional Commissioner of the Federal Bureau of Labor Statistics, reported recently, that "most New York employers require that workers from 25 to 54 years of age have at least one year of college. But 42 percent of the City's Blacks haven't even graduated from high school." ("Minority Workers: Classroom Challenge." editorial, Daily News December 20, 1987, pg. 50).

Additionally, Ehrenhalt states: "We have entered the era of mismatch, the upcoming labor supply and the high school dropout are on divergent courses." ("Minority Shift in Work Force is Reported," New York Times. December 15, 1987, pg. B1.) The article continues:

> The problem of having a sufficiently skilled work force has many implications for New York City, particularly its ability to remain a national and international center of financial and business services, Mr. Ehrenhalt said. "There are very few jobs that have to be here. If the qualified workers aren't there, employers will find there is no need to stay.

For minority workers whose skills and educational background are suited principally for manufacturing, the prospects of qualifying for jobs in the service sector are dim, unless training is available.

The "mismatch" between the skills required by the increasing numbers of available jobs in the cities of the State and the lack of such skills among the Black (and Hispanic) populations, who are rapidly becoming the major source of the labor supply, portends serious consequences for the economy and for the social structure of the State unless school completion rates among these two populations is increased substantially.

THE BLACK MALE: AN "ENDANGERED" SPECIES

A finding of the class of 1986 Cohort Dropout Report, that females have higher graduation rates than males and lower dropout rates than males, was not surprising. This finding brings into focus a problem which has seriously concerned Black communities in New York State and elsewhere, for a number of years. The other side of the coin regarding female graduation and retention rates is the disproportionately high dropout and low school completion rates for Black males.

In the national media, Black males have been described as an "endangered" species. An article in Time magazine (December 1, 1986, pg. 26) states that inner-city Black males "...are America's newest lost generation." McGee, in a 1984 publication by the National Urban League, "Running the Gauntlet: Black Men in America" joins the Time writers in citing unemployment, undereducation, crime victimization, drug abuse, Black male infant mortality, teenage violence, accidents and suicide as reasons for the bleak outlook facing large numbers of young Black men in the nation's cities. McGee states a shocking finding:

> In 1981 more than 128,000 more Black females than males graduated from college. If this continues, in eight years there will be one million more Black female college graduates than Black male college graduates (McGhee:1984:I,14-16).

If the college-going trends described by McGee continue, hundreds of thousands of Black males will be unable to earn the higher incomes that are possible with a college education, consequently, disproportionately large numbers of Black males will not have the education and family-stabilizing earning power commensurate with larger numbers of college educated Black women.

Another disturbing set of data about the education of Black males is found in a recently reported study of the effect of single parent homes on schooling. The researchers examined education because "lack of education is one determinant of chronic unemployment" (New York Times, June 29, 1988, Pg. C4). Using two long term surveys to study two generations of mothers and their children, totaling 2,500 boys and girls, they found that, "in general, the longer time spent in a single-parent family, the greater the reduction in educational attainment."

The report continues:

> Black males, on average, spent eight years in a one parent situation; and received six-tenths of a year less schooling than those who spent their entire childhood in a two-parent home. Black males spending 18 years with just one parent finished 1.3 fewer years of school....The variation was slight for Black women.

For reasons of economic productivity and family stability, the development of successful educational holding power programs for Black males must become a major priority of public school systems in New York State and especially in its "Big Five" cities. Increasingly, large numbers of Black males must be empowered, academically and socially, to complete high school and to achieve in college or in the world of work.

DROPOUT PREVENTION PROGRAMS IN NEW YORK STATE AND IN NEW YORK CITY

The Programs: Attendance Improvement/Dropout Prevention (AI/DP):

Spurred by the large number of public school dropouts in New York State, and particularly in New York City, the State Legislature, in 1984 passed a bill sponsored by Bronx Assemblyman, Jose E. Serrano, which appropriated $28 million, Statewide and awarded $22.5 million "to prevent students from dropping out and to improve attendance in New York City schools" (Rohter:New York Times:5/26/85. See, also,Education Law Section 3602:25). Although New York City's schools enroll 36 percent of the

students in New York State, 80 percent of the funds ($22.5 million) were given to the City. The Legislature has allocated the following total sums for the Attendance Improvement/Dropout Prevention program for the past three academic years ("Education and Community Renewal":NYSED:1987:13):

- 1985-86 . . . . . $28.0 million
- 1986-87 . . . . . $37.0 million
- 1987-88 . . . . . $37.1 million

New York City's proportion of these sums has supported an AI/DP program in 69 middle and junior high schools (grades 6-9), and 26 high schools. The programs have been implemented in 28 Community School Districts, the High School Division and the Division of Special Education of the Board of Education.

Student Eligibility, Program Elements, School Funding:

A 1988 publication of the New York City Board of Education provides the following descriptions of the AI/DP eligibility requirements and program as the program developed during the three-year period 1985-88 (NYCBOE:"AI/DP Program:1985-1988" Pp. 4,5). [Readers may refer, also, to Chancellor's Special Circulars Nos. 29 (June 7, 1985), 25 (May 21, 1986) and 37 (May 1987); lengthy technical documents which present the "Guidelines" for the Dropout Prevention Programs (with continuing modifications) for school years 1985-86, 1986-87 and 1987-88:NYCBOE:1985, 1986, 1987.]

Students who were eligible for AI/DP (1985-88) were generally 9th and l0th year students who had been absent for 20 days during the previous term or for 40 days during the previous year. In addition, a percentage of bilingual and special education students who were ready to be mainstreamed were selected. The bilingual and special education students received counseling and enrichment services in preparation for their new classes.

Seven program components were mandated by the State and by the Chancellor of the New York City Public Schools for inclusion in each participating school's proposal:

- Program coordination by a site facilitator
- Intensive guidance support by the program counselor
- Attendance outreach by family assistants and school neighborhood workers
- Health services including diagnostic screening in physical, psychological and educational areas
- School linkage through a middle/high school partnership
- Alternative education programs incorporating high interest projects: computers, and internships

- Student publications

Principals were required to select one of the following three models through which to implement these program components:

- Project SOAR(Student Opportunity, Advancement, and Retention)--A minimum of 100 students in an instructional "Core," and fifty students who have met with success are retained in a transitional program before returning to the mainstream. Students are organized into "family groups of 20 - 25 students. The students are block-programmed in academic classes, receive a daily "tutorial" period and participate in various types of enrichment activities.

- Strategies In this model, schools can select from a menu of strategies including the use of one or more Community Based Organizations (CBOs) to deliver some portion of the services. Possible strategies include a concentration in communication arts, computer technology or an internship program.

- Operation Success In this model, the schools utilize the services of the community based organizations, Federation Employment and Guidance Service (F.E.G.S.). Staff located at this school site and at the F.E.G.S. Trades and Business School provide vocational evaluation, case management, work internship, skills training and attendance outreach services.

Dropout Prevention Plan (DPP):

The Dropout Prevention Plan (DPP), which is similar in design to the AI/DP program, is a New York City-funded dropout program. It has been funded at $10 million yearly, since 1985, and is being implemented in 10 additional high schools and in an additional 29 middle schools.

The Public Education Association (PEA), which has been funded to conduct research on New York City's dropout prevention programs, described the DPP model as allowing for "...new approaches" including "...the redesign of major features of the educational program, the greater utilization of services provided by community-based organizations (CBOs) and the creation of incentives for students to attend school." PEA notes also, that most of the ten DPP high schools "ultimately subcontracted with one or more CBOs for the provision of guidance or family services" (PEA:November, 1986:4).

AI/DP and DPP: Student Eligibility and Services:

The Chancellor's Special Circular #25, 1985-86 (May 21, 1986) included requirements and components for the DPP program with those for AI/DP. As in the 1985-86 school year, eligible schools were defined as those with attendance rates at or below the citywide median and who had high numbers of students who, because of excessive absence or otherwise, were at risk of dropping out. Schools in both programs were to receive funding for three years "except where the appropriate superintendent proposes a change" (NYCBOE:Special Circular #25, 1985-86, May 21, 1986).

The funding for the individual schools in the AI/DP and DPP schools varied according to several factors. Each of the middle schools (AI/DP and DPP) received $150,000 and was limited to serving 150 students. The AI/DP high schools also served 150 students but, received approximately $200,000 per school. The DPP high schools received funding ranging from $150,000 to approximately $800,000 (PEA: November, 1986:5).

AI/DP and DPP middle school students were eligible for service if they were absent 15 or more days in the spring of 1985, or 30 or more days in the 1984-85 school year.

DPP high school students were eligible if they had been absent 25 or more days during the spring term or for more than 10 days in each of the first two months of the current year (Student eligibility:PEA:November, 1986:4,5).

THE PUBLIC EDUCATION ASSOCIATION REPORTS ON THE AI/DP AND DPP DROPOUT PREVENTION PROGRAMS

Discussion of Findings and Analyses:

The Public Education Association studies of the Dropout Prevention Programs in New York City are reported in three documents. The first document, "Dropout Prevention:A First Step" (PEA:1985), describes the "legislative history" of Education Law 3602 (25) (AI/DP) and presents the implementation of the Program in five New York City Community School Districts in the form of case studies. Documents two and three, "Effective Dropout Prevention: An Investigation of the 1984-85 Program in New York City," and "Effective Dropout Prevention:An Analysis of the 1985-86 Program in New York City" (PEA:October,1986;PEA:November,1986), provide analyses of the programs'implementation in 1984-85 and 1985-86.

A more recent PEA report, "Effective Dropout Prevention: The Case for Schoolwide Reform," (PEA:May, 1988) reviews the "strengths and weaknesses" of the total dropout prevention program and, in place of categorical program elements, suggests that the programs would be more successful if designed and installed schoolwide--a "systemic" approach to school reform.

The analyses of the findings of the first year of implementation of the State-funded Attendance Improvement/Dropout Prevention Program (AI/DP) as reported in the PEA's second report "Effective Dropout Prevention: An Investigation of the 1984-85 Program in New York City," (PEA:October 1986) is the subject of this section.

To arrive at the report's conclusions, the authors, Ms. Eileen Foley and Dr. Peggy Crull compared ten of the most and least successful elementary schools and five of the most and least successful middle schools to determine which produced the most successful results as related to size, cost and services. The results of the authors' investigation are not surprising. Following, are summarized statements of three significant findings (PEA:October 1986:19,34,39):

1. Successful programs were consistently smaller. Successful schools chose a smaller portion of their eligible group to serve.

2. Serving fewer pupils meant that such programs were spending larger sums of money per capita.

3. The program variable which characterized the most successful schools was the emphasis of services over monitoring. Provision of tutoring by teachers and other pupil support services in small groups were measurably more effective than only monitoring of attendance, calling or visiting homes of truant pupils.

The researchers are correct in mentioning the fact that although small size was a positive element, the problems of the city's schools require working with large numbers of children who need special programmatic services.

The third PEA report focused on discerning the strengths and weaknesses of various program components. Again, the report's findings are summarized (PEA:November, 1986:6,7) as follows:

1. High school programs organized around classroom interventions were implemented in a timely way. Middle school programs were delayed; all CBO services for both high schools and middle schools were delayed because of the Board of Education's cumbersome system for negotiating contracts with outside agencies.

2. The most poorly implemented programs were middle school programs which required collaboration of several staff; no planning time was allocated to allow staff to plan their activities.

3. Students liked the provision of strong academic support which the SOAR and Strategies (SOAR-like) projects gave, but did not like being negatively labeled by other students.

4. Teachers in the SOAR program resented having had little input into the overall design of their program.

5. DPP program students were highly satisfied with their job-related opportunities. Staff liked being able to design their own programs. However,most DPP schools failed to design strategies to improve students classroom performance and relate classroom components to academic learning.

6. Teachers, especially at the middle school level, often felt the students were unmotivated and were difficult to teach.

7. Failure to develop meaningful parent participation components was consistent across all schools.

8. School conditions: lack of space, immensity of size, high numbers of below-grade students and vast array of academic programs made introduction of the dropout programs more difficult.

The full statement of recommendations flowing from the above program and implementation weaknesses are not repeated here. However, there are two areas which call for immediate remediation if the programs are to reach their potential for success.

First, the provision of school-based staff development and of in-school planning time are critical factors for strengthening the programs. Secondly, the Board of Education must improve the contract negotiation process. This need is certainly not new. A new, protective-of-all-parties, but quicker flowing process must be put into effect.

Four brief groups of program characteristics which the researchers called "Most Effective Features," bear emphasis because they stand as an indication that urban school systems: 1) when given targeted infusions of money; 2) are required to develop an adequate, comprehensive planning and design process; 3) are required to use community based organizations in the planning and implementation processes; and 4) are able to provide employment opportunities for students in need; can improve the effectiveness of public schooling for at-risk students. (Appendix A which follows is taken from Table 3, PEA Report No. 3 and provides graphic representation of "effective features" and "changes needed" for improvement of program effectiveness).

OVERALL EVALUATIONS OF THE DROPOUT PREVENTION PROGRAMS

The reports of the Public Education Association, including the 1988 "Effective Dropout Prevention: The Case for Schoolwide Reform" raised critical questions, identified strengths and weakness of the AI/DP and DPP programs, and made suggestions for improvement (many of which the Board of Education subsequently implemented. However, at no point did one of the four reports categorically state that the dropout prevention programs were not meeting their five performance objectives as stated, and appropriately updated, in each of the Chancellor's Special Circulars setting yearly "Guidelines" for the operation of the Dropout Programs.

As listed in the Chancellor's Special Circular #37 (May 8, 1987, Pg. 71) the "minimum performance objectives" are:

1. A minimum of 50 percent of the students provided with dropout prevention services will have 1987-88 attendance that is better than in 1986-87.

2. A minimum of 50 percent of the students provided with dropout prevention services will pass at least one more subject in 1987-88 than they did in 1986-87. (This applies only to participating students who failed one or more subjects during the previous year.)

3. Starting with 1985-86 as a baseline year, a minimum of 50 percent of the students, ninth grade or below, provided with dropout prevention services will still be in school three years later.

4. A minimum of 50 percent of the high school students provided with dropout prevention services will earn sufficient credits to advance to the next highest grade.

5. A minimum of 50 percent of the middle school students provided with dropout prevention services will be promoted to the next highest grade at the end of the school year.

The degree to which the Board of Education officials who designed the "minimum objectives" for the dropout prevention programs had any means for testing their

assumptions, or prior knowledge of the success/failure rate of such programs in New York City (or elsewhere) is not known. However, at this writing, at least two outside evaluation reports and one by the Board of Education have judged that in the 1986-87 school year, the programs had failed. (Wasserman. "Bye-School Students." Daily News, June 21, 1988, Pg. 23., Fitzgerald. "City Dropout Program Graded F." Daily News, August 15, 1988, Pg. 15., Mooney. "$52M Fight Against Dropouts Gets an 'F'." New York Post, August 15, 1988, Pg. 19).

State Comptroller Ned Regan's audit revealed that at least 75 percent of the students sampled by the audit were no longer in school; that students' attendance went down from 65 percent to 55 percent during their first year in the program, and, that the students passed fewer subjects. (Mooney:August 15, 1988) Regan suggested that the Board of Education concentrate its anti-dropout programs in junior high and elementary schools.

CONCLUSIONS

The Subcommittee view is that the dropout prevention programs were at least, targeted at the students who needed them most: a majority of Black and Hispanic underachieving and failing students in their middle and high schools. Rather than scrap the programs, as some may suggest, it is the Subcommittee's opinion that the monies 1) have developed and demonstrated several dropout prevention components that do work in schools, 2) that many students have benefitted, individually, from the tutoring and direct support components, 3) that many teachers, principals and other school personnel have been taught, through appropriate staff development programs connected with specific components, new strategies for improving their classroom instruction and interactions with students, 4) that, through working with community based organizations as they have not before, many schools and their staffs have learned how to work cooperatively with community people, and through their relationships with CBO personnel, have begun to work in significant and important ways with Black and Hispanic parents, 5) that members of the Board of Education and officials of the headquarters staff, because of these programs, have begun to concentrate their attention and efforts on the students who constitute the majority in the public schools of New York City. The same can reasonably be assumed true of the Boards of Education and their staffs and teachers in the other "Big Five" cities in New York State.

The research that has been done by the Public Education Association on the Dropout Prevention Programs, over the life of the programs, has produced findings that can be used to strengthen continuing and future dropout prevention programs. A useful beginning would be for the New York City Board of Education and for the New York State Education Departments to consider, seriously, the design, implementation and support of "systemic," schoolwide school completion programs as recommended by the Public Education Association.

In 1987 the New York State Board of Regents developed a "working paper" entitled "Increasing High School Completion Rates." The document rejects basing school completion research and strategies on the "characteristics" of students who drop out, and instead, substitutes as a point of reference "the interaction between the student, the school and the community that places many students at risk of not completing high school" (NYSED:1987:2).

The Regents refer to many schools which have high educational standards and high student results, notwithstanding the fact that they are located in poor neighborhoods and enroll high percentages of students from poor families with serious economic and social problems.

The analyses of the AI/DP and DPP programs by the Public Education Association support the position of the New York State Board of Regents regarding school completion. The studies have found dropout prevention techniques and strategies that have had a measure of success and that do exist within the New York City high and middle schools. Examples are: school/jobs programs, small scale in-school tutorial and instructional programs which make dropout-prone students feel special and supported, the targeting of smaller sets of pupil populations for special programs and treatments, and the connection of community based organizations with at-risk students which leads to jobs and/or out-of-school tutoring and mentoring experiences.

The inability to develop central and local administrative strategies which would identify, codify and facilitate the successful implementation of the successful models is a serious failing of the school system. For example, the PEA research found that a major failure in the implementation of the school/CBO partnerships was due, primarily to the inability of the New York City Board of Education to negotiate contracts on behalf of schools and community school districts in a timely manner.

The apparently unexpected finding of the Board of Education's "Cohort Dropout Study: Class of 1986," that 21 percent of the members of the class of 1986 were still enrolled on June 30, 1986; coupled with two additional conclusions: that one-third of the students were older than expected when they entered ninth grade, and that females had significantly higher graduation rates and lower dropout rates than males, beg for remedies.

It is clear from the "Cohort Study" findings that overage students enter high school from junior high or intermediate schools. The full development and implementation of the Chancellor's program of Minimum Standards, and of academic/tutorial programs to raise the achievement level of pupils at every grade level should help to remedy this finding. However, when this finding and that which indicates that large percentages of overage students are moving through high school at a slower pace than the traditional four-year expected completion formula, all evidence points to the belated conclusion that the four-year high school may be only an historic fact. It is clear that large numbers of high school students, especially in the State's "Big Five" cities, do require and will continue to require five and six years to complete high school.

The development of individualized in-school academic plans is warranted and should be implemented for such youths. The Regents' working paper "Increasing High School Completion Rates" suggests that multi-year individualized high school completion plans be developed and piloted (NYSED: July 1987:32-33).

These students, many of whom are ineligible for the AI/DP and DPP programs because they attend school regularly, should be identified and should be placed in individualized programs similar to those programs which are successful in retaining AI/DP, DPP students and helping them to complete high school.

When stated in quantifiable and statistical terms, the enormity of the dropout problem and its cumulative negative effect on the economy of the State by the year 2000, should compel the attention of all governmental and corporate institutions, and all of the State's residents, to support the allocation of funds for "effective" programs to increase school completion by Black urban students, especially Black male students.

The official support of the Governor and of his Cabinet, is needed to mobilize public and private agencies, the corporate community and all New Yorkers to mount and mobilize around programs to stem the tide of school dropouts before the year 2000.

RECOMMENDATIONS

The State should assist in identifying, developing, and replicating successful programs which will retain and increase the school completion rate of Black students.

The State should require the systematic collection, analysis and maintenance of dropout and school completion data by race and ethnicity in all of the State's public schools.

The State should encourage and facilitate the development of partnership programs among business, industry and labor to develop and support successful school completion programs for Black students.

The State should require the inclusion of elementary schools in school districts' dropout prevention programs.

The State should include for dropout prevention services those students who are overage when they enter high school, and who attend school but do not progress through the grades.

The State should encourage the active participation of parents, community organizations and religious organizations in the development and operation of in-school and out-of-school programs to support completion of school by Black students.

The State should provide incentives and increased funding for collaborative efforts between colleges and public schools to increase school completion rates by Black students.

The State should implement the Regents' recommendation for variable school residency programs (4, 5 or 6 years) leading to high school completion.

APPENDIX A

PUBLIC EDUCATION ASSOCIATION, "EFFECTIVE DROPOUT PREVENTION AN ANALYSIS OF THE 1985-86 PROGRAM IN NEW YORK CITY"

Program Descriptions, Most Effective Features, and Changes Needs to Enhance and Complement Current Program Designs

Program Type	Most Effective Features
AIDP High Schools: Blocked classes with special focus curriculum, guidance and outreach.	Small classes, tailored curriculum, better supervision, more contact between teachers and students, group cohesion.
DPP High Schools: CBO case management; school-wide activities guidance and outreach.	Conflict mediation training, vocational training, counseling, attendance monitoring, outreach, private business program, jobs, incentives, high interest activities.
AIDP Middle Schools: Curricular and recreational offerings, tutoring, guidance and outreach.	Before/after/Saturday curricular and extracurricular activities, tutoring, personalized attention to students, incentives, attendance monitoring, home visits, counseling.
DPP Middle Schools: CBO curricular and recreational activities, tutoring; guidance and outreach.	Same as for AIDP middle schools

Changes Needed to Enhance Existing Program	Changes Needed to Complement Existing Program
Curriculum development, more equipment/materials, overcome labelling, more dedicated staff, less paperwork.	Social services, jobs, career awareness, community support, parent involvement.
Organizational development: better staff and staff/CBO coordination, articulation between counseling and teaching functions and across programs, more space; greater student awareness of program, feelings of belonging to program, less paperwork.	**Academic component**: transition for returned truants more high interest academic offerings (remedial, vocational, sex/parenting classes), mini-school, tutoring; extracurriculars, jobs, childcare, better middle/high school linkage, student input, staff development, more staff, parent involvement.

Organizational development: better staff coorindation, network of AIDP staff across schools, program coherence; greater student awareness, group cohesion, better trained/ supervised tutors, more dedicated staff, less paperwork.	Social services, more varied high interest curriculum and activities, school-wide attendance incentives, staff development, more guidance and outreach staff, parent involvement.
Organizational development: school/CBO coordination; more equipment/materials, better trained tutors, more regular system of meeting with students, less paperwork.	Expanded high-interest curriculum, incentives, trips outside neighborhood, vocational training, more guidance and outreach staff, parent involvement.

Source: Charts from PEA: November 1986: 23,24

CHAPTER THREE

EARLY CHILDHOOD EDUCATION: FIRST STEPS TOWARD SCHOOL COMPLETION

INTRODUCTION

In the nineteen-sixties, as America desegregated its schools and waged its "War on Poverty," the nation recognized that the provision of quality early childhood education would be needed if economically poor children, including most Black children in public schools, were to be empowered to take advantage of equal educational opportunity under the law; and, if they were to get a "head start" on the road toward achieving academic success from preschool through graduate school.

Benjamin Bloom's nineteen-sixty-four exposition of the thesis that the child's first five years of life are critical in establishing receptivity for lifelong learning gave heightened emphasis to the need to provide an early learning environment for all children, especially for those who were born into impoverished circumstances (Bloom:1964).

The relationship between the family's socioeconomic status and children's success in school is well established. More affluent families, as a rule, are better able to provide a set of richer, more verbally expressive, more intellectually and socially stimulating experiences. As a rule, the academic level of the parents or parent in such homes is, at least, high school completion; and generally college completion and graduate study. The family income allows for planned recreation and for travel. Above all, children in advantaged families generally live in secure homes and communities under fairly predictable daily routines and shared family rituals. From preschool to college, they are expected to learn and to achieve. Thus, children from economically advantaged families enter the elementary school with considerable experience in the social behaviors and the academic skills which are valued by the school; and, which are most helpful in the acquisition of knowledge.

By contrast, children who are born into families who live in poverty are at serious risk of entering school without the developed intellectual and social skills, the highly developed sense of self and the personal risk-taking attitudes which would help them become high achieving students. Children from poor families are more likely to have been low birthweight babies, to suffer from malnutrition and from poor health caused by the prenatal health problems of their mothers. Frequently, such children suffer with a variety of social, physical and emotional problems caused by a less than supportive social environment and an insecure home/community setting. An added problem, one of increasingly great significance in New York State's "Big Five" cities (Buffalo, New York, Rochester, Syracuse and Yonkers), and in many suburban places, is that many poor children, and their families, live in welfare hotels or in other temporary shelters under extremely crowded, unhealthy and physically dangerous conditions.

Although the concept of early childhood education and preschool day care had been practiced in the settlement houses of cities since the late nineteenth century, such programs were funded largely from private sources. Early childhood education

programs, generally, were attended by the children of the middle class and of those families who were economically affluent.

It was the entrance of the federal government into elementary and secondary education following passage of the Economic Opportunity Act of 1964 and the Elementary and Secondary Education Act of 1965 that first provided massive amounts of financial support to the States and to local communities for public pre-school, kindergarten and primary grade education programs.

This chapter sets forth the purposes, values and conflicting philosophies of early childhood education, including day care, and offers recommendations for improving program effectiveness and accessibility for Black children from poor neighborhoods in New York State and its urban areas.

FEDERALLY SPONSORED EARLY CHILDHOOD INTERVENTION PROGRAMS

The earliest of the federal early childhood interventions for preschoolers was Head Start. Initiated in 1965 as a component of the legislation which was designed to wage the nation's "War on Poverty," the Head Start program was located in the federal Office of Economic Opportunity.

The program was designed to stimulate the social and cognitive development of economically poor children; it provided comprehensive services (health services, psychological screening and social services) for the preschool children of families who were living below the federal poverty line. In recognition of the role that parents and family must play in the early life experiences of their children, the program provided for parental involvement, for parent education, and for career opportunities for parents. In fact, parent participation and involvement became a major component of the Head Start program and was required in all activities of the program.

In 1966, under the federal legislation which created the Community Service Agency, an education program was designed to continue the services of Head Start into the early elementary school grades. Called, "Follow Through," the program funded twenty-three different models for providing educational services to children in the primary grades in elementary schools across the nation. Most models continued the parental involvement and health components. Several models were under university sponsorship; other models were sponsored by local school systems with the participation of community-based organizations (Hodges:1978).

THE EFFECTIVENESS OF EARLY CHILDHOOD EDUCATION PROGRAMS

Prodded by the Congress, many of whose members were dubious about the effectiveness of the Head Start preschool program, a study of the program and its effects was undertaken and completed during the first years of the project. It found no significant differences in the children's learning performance and gave early support to those who were opposed to the program (Westinghouse Learning Corporation:1969).

Clearly, the study was conducted too early in the life of the program. Subsequent longitudinal studies have shown that both Head Start and Follow Through programs have been highly successful academically and have had long term effects on children.

One such study is the Lasting Effects After Preschool study which identified five positive findings (Lazar:1978):

1. Early education programs significantly reduced the number of children assigned to special education classes.

2. Early childhood education significantly reduced the number of children retained in grade.

3. Fourth grade mathematics achievement tests showed significant gains and a trend toward increased scores on fourth grade reading tests.

4. The low-income children surpassed their controls on the Stanford-Binet IQ test for up to 3 years after the programs ended.

5. Both the children and their parents had higher achievement aspirations.

A later Lazar study, As the Twig is Bent...Lasting Effects of Preschool Programs (1983), published similar findings.

An early childhood education program that has gained national attention and respect because of its longitudinal studies of its earliest enrolled children is the Perry Preschool Project (funded by Follow Through) in Ypsilanti, Michigan. A series of studies of the Perry Preschool Project examined the continuing in-school progress of cohorts of students through the 19th year. Additionally, study of related social behaviors of the students were included in the research design.

In 1982, one hundred and twenty-three Black children from economically poor families were enrolled in a program for three and four-year olds. The purpose of the preschool program study was to answer the question: "Can high quality early childhood education help to improve the lives of low-income children and their families and the quality of life of the community as a whole?" (Berrueta-Clement/Weikart "Changed Lives." 1984:xiii).

The children were randomly divided into two groups: those who attended the program and those who did not. The data has been collected on the children in the program from the beginning of their participation through their nineteenth year and will continue to be collected through age 28. Reports on the progress of the students have been published periodically at ages 11, 14, 15 and 19 (IBID. and Warger/Weikert:1988).

The effects on learning of the Perry Preschool Project were similar to those of other Headstart and Follow Through programs. One additional effect of the Perry project was that greater numbers of students tended to avoid delinquent behavior than did those in the control group. Further, the Perry Preschool graduates felt better about themselves, had more realistic vocational expectations, and were prouder of their achievements than were the non-participants (Berrueta-Clement/Weikart:1984).

The lesson to be learned from these reports is that early childhood education and the extension downward of the public schools is of great benefit to poor families and their children, and therefore, to the total society. The answer to the Perry Preschool

Project's question is "Yes," quality early childhood education can help to improve the lives of low-income children and their families and the quality of life of the community as a whole.

DAY CARE: AN IMPORTANT COMPONENT IN EARLY CHILDHOOD EDUCATION

Day care programs are an important component in the spectrum of early childhood education programs. Most day care programs are in the urban areas of New York State. Day care programs and early childhood education programs often share the same social and educational components; however, day care, in operational terms, consists of child care services which 1) extend beyond the normal school hours of 9-3 o'clock, 2) which may enroll children as young as infancy, and 3) may provide after school play and study services for elementary school age children.

With 54 percent of mothers with children age 18 and under in the workforce and 43 percent with children under age six there can be no arguments against providing and extending preschool and after- school services for children (CSS:1982:vii,1-3).

As in other areas of social need, the burden of providing for their children of preschool and school age falls most heavily upon the poor. A study of the need for Day Care by the Community Service Society of New York found that the typical family in need of day care is headed by a "...female, single, poor and minority...working and struggling to be self-sufficient" (CSS:1982:v). Nationally, "17.4 percent of all families....are headed by women alone, including 11.6 percent of white families and 40.5 percent of Black families" (IBID:2).

Although the State supports early childhood education and day care through tax-levy budgeted programs, and federal pass-through monies, the need for additional funding precludes many thousands of needy and eligible families from receiving the early childhood and day care services they need for their children.

NEW YORK STATE-FUNDED EARLY CHILDHOOD PROGRAMS

Although the federally funded early childhood programs are of proven success, the need for such programs at the State and local levels far outweighs the ability (or willingness) of the federal government to provide the necessary levels of funding that would take the burden from the states, local governments and local school districts. The state and local governmental roles are increasing in the responsibility for providing early childhood education and child care programs.

The New York State Legislature, in 1965-66 established a State-wide experimental pre-kindergarten program to serve three and four-year old children "with special education needs associated with poverty" (Cohen:1986:150). Programs for 2,681 children, including 2,531 four-year olds are currently being funded in New York State school districts.

The Board of Regents, acting on the advice of "thousands of practitioners" at the 1986-87 Regents/Commissioner's Regional Conferences and the documented research on the positive effects of quality early childhood education "led the Commissioner and the Regents to advance quality early childhood education as a major

component of a comprehensive approach to meeting the educational needs of at risk youth" (NYSED:1987:9). The New York State Pre-kindergarten Program is a component of the Regents strategy to increase high school completion rates.

The New York State Legislature allocated $27 million for four-year olds to enroll in public school pre-kindergarten programs in 1987-88. Program guidelines require a developmentally oriented educational program; health, nutrition and social services; ongoing staff development and training; and parent participation (NYSED:"Annual Report 1986-87."pg. 32).

It is reported that the New York State Prekindergarten Program in New York City, in the 1986-87 school year, enrolled more than 2,800 children in 72 schools in 21 community school districts. New York State Education guidelines require that at least 80 percent of the children must be from "economically disadvantaged families." Although the figures are not broken down by race and ethnicity, the percentage and distribution of Black children in the 21 community school districts and the 72 schools in those districts which meet the eligibility criteria ensure that Black children, predominantly, are those who are being served by this program.

The evaluations of the program found the same basic positive outcomes of other effective early childhood programs: increased readiness for success in basic skills, greater parental involvement, fewer children who must repeat grades or who are placed in special education classes.

PRE-KINDERGARTEN CURRICULA: AGE AND DEVELOPMENTAL APPROPRIATENESS

The desirability of providing an early childhood educational experience for all children, especially those from poverty families, has become federal, state and local school system policy.

Public school systems, supported by state and federal philosophies and funding, are extending schooling downward from 5-year olds, to 4 and to 3-year olds. Public schools are now competing with private non-profit community agencies to provide day care services for 3 and 4-year olds.

Early schooling has become a necessity to provide the background and preparation for successful school learning experiences for poor children. For their parents, and for parents who are working, but who cannot afford private day care services, the provision of day care and early childhood services by the public schools is imperative.

In the pre-kindergarten early childhood education scholarly community there is a dichotomy surrounding the type of program which should be presented to four-year olds. As the movement goes forward, concern over a cleavage in prekindergarten philosophy of instruction is being expressed by some veteran early childhood educators. The difference exists in whether a program director believes that the focus should be on "growth in academic skills or growth across a broad range of developmental areas, including the cognitive, physical, social, and emotional domains" (Warger:1988:105). In the academically focused programs, the children are taught a series of reading, language and basic number concepts in a systematic approach. It

must be made clear, however, that in "good" academically focused programs time is set aside for play, art and music, and general socialization experiences.

The developmentally focused scholar/practitioners argue that the programs for three and four-year olds should follow the way children learn in general, and that pre-skill knowledge should be gained indirectly in accordance with the developmental needs and abilities of each child.

David Elkind, a developmental psychologist, has expressed concern that programs designed for school-age, primary grade children will be used to teach children of nursery school age: the 3's and the 4's (Elkind 1986:631). Elkind, and many of his colleagues argue that the purpose of preschool education is to nurture the development of skills that children will need for formal academic achievement in later grades. Playing with blocks, matching shapes and figures, expressing their imagination through art, music and poetry, and learning the social skills of getting along with others are the curricula items of greatest importance during the preschool years; these are the experiences which prepare children for the development of critical thinking skills and visual discrimination skills which are the foundation in learning formal mathematics and in the acquisition of language in the later school years.

Harriet Egerston, president of the National Association of Early Childhood Specialists in State Departments of Education, agrees with Elkind and in addition warns against pre-kindergarten level testing.

The disagreement, primarily, may be one of time spent on certain activities. The early childhood education policy panel convened by the Association for Supervision and Curriculum Development, after examining a wide range of effective prekindergarten programs, concluded that they all have in common the following components (Warger:1988:105):

- Small-group, total-group, and individual activities
- Both teacher-directed and child-initiated activities
- Time allotted each day for skills groups based on children's abilities
- Language development opportunities--including both speaking and listening comprehension

The panel members suggest that a developmental and experimental program they consider to be effective will organize the school day as follows: one-third of each day on independent activities planned by the teacher, one-third in teacher-directed small-group instruction and one-third in free choice activities (IBID:107).

Project Giant Step: A Pre-Kindergarten Program

In New York City Project Giant Step, supported by federal and city funds, represents an attempt to bridge the two philosophies of early child development and to bring two agencies together: the Board of Education and the Agency for Child Development. The

latter agency, is responsible for the awarding of contracts to day care and to Head Start providers.

Giant Step is a half day program which follows, closely, the concepts of Zigler, Elkind and Egerston: namely, that day care programs for 3 and 4 year-olds should focus on socialization through play; playing with blocks to develop a sense of shape and form; participating in exercises that stimulate and use the imagination.

Berger, in a 1987 New York Times article, reported that the program was "working well", however, only 3,800 children (in 63 sites) were enrolled by December, 1987. It is estimated that 40,000 eligible 4-year olds are not enrolled in public day care or in private nursery schools in New York City.

The sharing of the program between the school system and the Agency for Child Development does bring together two important child development/education agencies in a necessary spirit of cooperation. However, issues such as locating appropriate and affordable space for the Agency for Child Development's programs and the lower rate of pay for the Agency's teachers have been significant inhibitors of the implementation and expansion of its programs. Of the 63 sites the Agency operates only 12.

The issue of teacher pay, because of differing qualifications for teachers, between the Board of Education and the Agency for Child Development, is especially troublesome. It presents a dilemma for early childhood and day care specialists. There is general agreement that day care and early childhood programs are most effective and are of greatest benefit to children and families when they have high levels of parent, family and community involvement.

The programs run by the Agency for Child Development are contracted to community based organizations and, in general, employ their staffs from among community residents. In the case of New York City, "...groups supporting more slots have argued that the staff at the child agency's programs are more representative of Black and Hispanic communities" (Berger:1987). However, there is a need for these teachers to meet the standards of qualification set by the State. Perhaps the best solution to the dilemma is to accelerate the progression of community-employed teachers on a funded career ladder to help them meet a qualification standard commensurate with that of the Board of Education and a single entry-level salary scale.

It is important to note, however, that Project Giant Step has the potential for measurably enhancing the future school success and retention of Black children.

KINDERGARTEN AND PRIMARY GRADES PROGRAMS IN NEW YORK

In 1982 only one state of the fifty mandated kindergarten attendance for five-year olds. In 1986, seven states required kindergarten attendance for five-year olds. However, with an estimated 95 percent of the pupils in the United States enrolled in kindergartens, such legislation is "...little more than a political statement" (Warger:1988:8).

There seems to be universal agreement among educators and the general public that the kindergarten experience should be designed to help socialize five-year old

children, developmentally, into behaviors that will successfully enable them to function productively for the next twelve years (more or less) of formal schooling.

With the emphasis that has been given to the need to provide a planned series of supervised and coordinated learning experiences in a social setting among other children as early as possible in a child's life. A recent New York Times editorial (8-12-88) suggests that child development programs are needed before birth and all the way to school. It is not necessary herein to set forth the purposes for kindergarten, especially for Black children and those of other minority racial and ethnic populations.

The debate over the length of the day for 5-year olds in kindergarten is quickly being resolved, at least in most urban school systems, by the need to provide supervised care for the children of working mothers and of single parents. Additionally, there is general agreement that the full school day, with a variety of planned socialization, play and learning activities, is advantageous to the cognitive, affective, emotional and physical growth of young children. Most urban school systems are moving quickly toward the provision of full-day kindergartens.

The debate over the amount of classroom time in kindergarten which is focused on academic skills and achievement or on academic/social readiness is being swayed by the emerging body of research on children's programs. The most effective programs combine so-called cognitive skills experiences and affective experiences to the degree that need for each is shown by the characteristics of the children in the program. It is clear that throughout their educational experiences children must be taught to reason, to think critically and quantitatively and to use language precisely and creatively to express thoughts and meaning.

In addition to providing kindergarten classes in all of its elementary schools, and to expanding the number of full-day kindergartens, New York City, this summer (1988), opened kindergarten programs for approximately 5,000 children who were going to enter first grade in September, but who had not attended kindergarten.

In the 1988 budget New York City provided an additional $7 million to increase the number of paraprofessionals assisting teachers in kindergarten classes.

The continuous extension of schooling for all children, but especially for Black and other minority children, who are the majority of the students in the "Big Five" cities of New York State, the investment in early childhood education should have a positive effect on the numbers of minority children who complete high school in the mid to late 1990s.

DEVELOPING A MULTICULTURAL PERSPECTIVE: AN IMPORTANT CURRICULUM CONCEPT FOR EARLY CHILDHOOD EDUCATION

We have commented upon the two major types of early childhood instructional/curricula philosophies. An accompanying curriculum concept in early childhood education is one with which there is generally positive consensus among early childhood educators. The concept is that the early childhood years present the most opportune time in children's lives to provide exposure to cultural, racial and ethnic diversity; especially for children who live in the nation's cities. This is the most opportune time in

children's lives to shape attitudes, and to provide socialization experiences which will foster appreciation of cultural and ethnic differences among all children.

In addition to serving as a self-affirming base for the successful educational performance of Black children within the mainstream of the school and of the society, the presentation of multicultural/multiethnic curricula which affirm the differences and the commonalities among all human beings is most appropriate for all children of all races and ethnic backgrounds at this early age.

Skilled and caring teachers, and supportive school environments are essential for children (at all levels of schooling). However, for developing self esteem and the self-worthiness which comes from knowledge of one's ethnic/racial history in Black children, it is important to introduce curricula materials and social experiences into the classroom which give them the sense that their African-American heritage is of importance to those in the mainstream of American thought and influence.

It is necessary to recognize that all people have the need to know themselves and the culture from which they come if they are to grow with self-esteem, self-confidence and the sense that they can exert a measure of control over their lives. Quality pre-school education for Black children must include curricula elements and experiences which help them to know and to respect themselves, and to know that their teachers and school administrators support and respect them individually, and as members of a valued racial group.

The following three quotations provide the psycho-social-educational theories and value assigned to the development of positive self-concept in young children:

> ...self-concept is the single most important factor affecting behavior...It is the organization of perceptions about self which seems to the individual to be who he is...Self-concept influences behaviors such as school performance, levels of aspiration, and mental health...Children learn who and what they are by their interactions with important people in their environments (Seefeldt 1976:102,103).

> ...if a Black person's self-concept is negative such an attitude is revealed when that person interacts with other Blacks in their subculture; and it will show up in other variants when the Black interacts with members of the mainstream culture (Hall and Freedle 1975:129).

Studies of the development of racial awareness, racial identification, and racial preference in both Black and white children thus present a consistent pattern.

> Learning about races and racial differences, learning one's own racial identity, learning which race is to be preferred and which rejected--all these are assimilated by the child as part of the total pattern of ideas he acquires about himself and the society in which he lives (Clark:1955/63:23).

The celebration of ethnic, racial and cultural diversity is important, also, for white, Hispanic, Asian, and Native American children as they develop their opinions of Black children. The discipline of cultural anthropology provides the theory for exposing all children to the benefits of cultural understanding. Alexander-Minter (1981:22) suggests that:

> The development of teaching materials which reflect and acknowledge America's cultural diversity is one way in which we can free students from errors and stereotypes about various racial and ethnic groups.

Baker points to the need for teacher awareness in the area of multicultural education:

> There is a need for teachers to be involved in experiences that will allow them to examine their own cultures and to have an understanding of the importance of cultures including ethnic/minority backgrounds in the development of individuals (Baker: 1983).

It is imperative that early childhood education programs, and all subsequent educational settings, provide the curricula, the materials and the personal experiences to be shared among administrators, teachers and children which will foster the building of positive self-concept in every child.

The concept of building on strengths is one which should be observed when planning curricula experiences for minority children. From nursery grades through high school, textbooks in all subject areas (including mathematics and the sciences) are available which illustrate the accomplishments of Black artists and musicians, scientists, story-tellers, and historians. By selecting examples from the present as well as the past teachers will demonstrate the school's and the society's respect for Black children, their families and their communities. Many published books and supplementary visual materials are available which will help build positive self-concepts and racial-ethnic esteem by Black children. Far from being racially and ethnically divisive, these works will help teachers and children to think in terms of cultural diversity and cultural pluralism in all curriculum areas. With little effort (and determined will) textbook writers, teachers and curriculum coordinators could integrate the works of minorities in elementary and secondary school curricula through the State and nation.

In every field of human endeavor there are representative Black practitioners and scholars of great accomplishment. It is not intellectually sound to present an all white, all European- oriented, all Western civilization-oriented curriculum to children in any public school in New York State whether or not children of a racial minority are present.

SUMMARY AND CONCLUSION

For Black families and communities in this State and elsewhere, the quality and the content of early childhood programs are of great significance.

The following recommendations are derived from the stated need to provide Black children in the public schools of New York State with a total and continuous set of school and classroom experiences which will help them to develop positive self-concept and self-esteem.

The mental health and psycho-social theories presented in this chapter indicate that children's self-concept is formed at an early age. Children with a strong and healthy self-concept can overcome the limiting effects of poverty and become effective, productive students. For Black children, especially those who come from impoverished homes and communities, the public school may well be the major factor in producing and reinforcing a positive sense of worth in each student. It is the development of the skills

of socialization, of self-esteem and self-worth, and the desire and ability to acquire knowledge that begin in the early childhood classroom. The Subcommittee on education believes that effective nurturing and skillbuilding early childhood educational experiences are the first steps toward school completion.

RECOMMENDATIONS

The State should make early childhood education a major priority by providing supplementary funding in districts with large numbers of low income Black students.

The State should identify successful early childhood programs and support the replication of such programs in local school districts.

The State should develop plans for creating better coordination between public school pre-school programs and pre-school day care centers operated by community-based organizations.

The State should provide revenues so that community based day care center teachers/staff are funded on a par with public school day care teachers/staff with comparable qualifications to strengthen the quality of community-based day care.

The State should provide incentives for developing multicultural/multiethnic curriculum materials and teaching strategies for early childhood and kindergarten children as a first step towards a continuous educational program K-12.

CHAPTER FOUR

TECHNOLOGY IN THE SCHOOLS: SERVING ALL STUDENTS

INTRODUCTION

The computer and its allied technologies have become an accepted part of the American environment. Computers regulate the climate in our factories, offices and homes. Computers assist the brakes on our cars and tell in digital numbers the speed of our trains, cars and airplanes. Computers are indispensable to financial corporations, to the armed forces and to scientific endeavors.

Our leisure time activities are made more pleasant by the use of communication technologies: the satellite dish, VCRs, microcomputers and electronic games and gadgets of all kinds. Wordprocessing equipment is forcing the traditional typewriter into obsolescence. And, "...electronic technology has become the primary means of information storage, transfer, and analysis throughout society" (Journal of Teacher Education: November-December, 1987:25).

Computers are also instruments for individual learning: for acquiring, for processing and for managing knowledge. For students at all levels of schooling, for their teachers and their administrators, the ability to use the computer as an educational tool is paramount. Public school systems, nationwide, must be at the forefront in determining and achieving the benefits of technological education for their students.

The Subcommittee recognizes the growth of computer and technological instruction in New York State's public schools. Its principal purpose, however, is to point to the need for the development of successful computer and technological education experiences for Black students in the public schools of the State.

The title of an article in the Bulletin published by the Council on Interracial Books for Children, Inc., poses the central issue: "The Computer Revolution: Guess Who's Left Out?" (Campbell:1984:3-6).

The author calls attention to the economic factors which often cause great disparities in early access to computers at home and at school between white students and Black students:

> ...most youngsters working with school computers are wealthy, white and male. This is true outside of school as well. The evergrowing number of private computer camps, after-school and weekend programs serve middle-class white boys. Most minority parents just can't afford to send their children to participate in these programs.

Turning to in-school computer instruction, the author pursues this thesis with the following points:

> More affluent suburbs teach programming and computer awareness while less affluent urban and rural areas are more apt to use computers for computer-assisted instruction.

Programming has generally been seen as the purview of the gifted and talented and higher socioeconomic status students, while drill and practice computer-assisted instruction is more frequently found with "disadvantaged" students.

The above descriptions regarding access to computers at home and in school, and to the predominant modes of in-school computer instruction, in general, do apply to Black students in New York State's public schools. The majority of Black students in the State's public schools are economically poor and attend schools in urban school districts which enroll high concentrations of economically poor students.

In this chapter the Subcommittee insists that Black students in the public schools of New York State must be provided access to computer instruction, and to instruction in other relevant technologies, on an equitable basis with the most affluent students. Further, that the mode of instruction in technology for Black and minority students must be at a standard which provides opportunities to develop knowledge and competence equal to those that are provided for more affluent students in the State's public school districts and schools. These issues will be further discussed and examined herein.

OVERVIEW OF TECHNOLOGICAL EDUCATION IN NEW YORK STATE

Throughout New York State, increasingly, various technologies are being introduced into elementary and secondary classrooms. During the past three years, the number of microcomputers in New York schools has grown from 29,000 to 106,244 (Center for Learning Technologies:1986:Table 1). In 1987 there was a 40 percent increase in the number of video players acquired by school districts. Telecommunications technologies provide schools with an unprecedented capacity for receiving programming through local area networks, satellite broadcast and cable networks (IBID 1986:2). State fiscal support of approximately $21 million per year for hardware and software, between 1983 and 1985, has stimulated this growth. Local school districts across the State have also devoted substantial resources to the acquisition of learning technology. For example, the New York City Board of Education has appropriated $25 million over the last three years to purchase computers.

The phenomenal growth in the use of technology in New York State schools parallels a nationwide trend. Computers, interactive disks, and telecommunications technology represent potentially strong tools to enhance teaching and learning in schools.

INEQUITABLE RESOURCE ALLOCATIONS TO SCHOOL DISTRICTS

Despite significant gains in the acquisition and use of learning technologies by schools with large percentages of Black students, State Education Department data indicate that schools serving predominantly Black and other minority students--many of whom are from economically poor communities--do not provide access to technology comparable to that provided by affluent schools and school districts.

For example, while the 1985 Statewide ratio of computers was one for every 29 students K-12, lower wealth districts, generally serving predominantly Black and racial minority student populations, had a ratio of one computer for every 56 students. In 1985, in districts in which one to ten percent of the students received welfare aid there was a ratio of 25 students per microcomputer and nearly 60 percent of the students used computers regularly. In poorer districts, in which 91 percent to 100 percent of the

students received welfare aid the ratio of students per microcomputer was higher (33 percent) and fewer than 41 percent of the students used computers regularly (Center for Learning Technologies:1985).

The Statewide average of microcomputers in public schools in 1985 was 23. Again, public schools which enrolled 50 percent or more children from poverty families possessed fewer computers. For such schools the average number of computers was 18 (IBID:1982:Table 5).

The large urban school districts in the State reported inequities in the amount of State aid they received for purchasing technology in relation to the size of their enrollments. The New York City Board of Education, with 36 percent of the total State public school enrollment possessed less than 27 percent of the microcomputers in the State's public schools.

TECHNOLOGICAL COMPETENCE: AN IMPERATIVE FOR BLACK CHILDREN

The development of knowledge, competence and skills in the understanding and use of computers and other technological instruments is of critical importance for all students in the present generation. However, for Black children and youths the development of this knowledge and competence is critical to their standing as quality students and to their future as valued, and productive workers and as prepared career entrants.

Much has been written about the need for an increasingly skilled and educated workforce as we approach the year 2000. The Commission on the Year 2000, chaired by Robert F. Wagner, Jr., the President of the New York City Board of Education, reports that:

> Over the next 15 years....the city's economy should produce enough jobs to be able to employ every qualified job seeker. Because the number of new entrants to the workforce will be relatively low, the opportunities for many young Black and Hispanic entrants will be particularly good (New York Ascendant:1987:170).

Another source, Workforce 2000 subtitled "Work and Workers for the 21st Century, a publication of the Hudson Institute supports the Commission for the Year 2000:

> The new jobs in service industries will demand much higher skill levels than the jobs of today. Very few new jobs will be created for those who cannot read, follow directions, and use mathematics. Ironically, the demographic trends in the workforce, coupled with the higher skill requirements of the economy, will lead to both higher and lower unemployment: more joblessness among the least-skilled and less [joblessness] among the most educationally advantaged (Johnston: 1987:xiii).

The Workforce report speaks in blunt terms about the opportunities for minority workers in the 1990s:

> With fewer new young workers entering the workforce, employers will be hungry for qualified people and more willing to offer jobs and training to those they have traditionally ignored....however, the types of jobs being created by the economy will demand much higher levels of skill than the jobs that exist today. Minority workers are...less likely to have had [the] satisfactory schooling and on-the-job-training...[and the absence of these will] prevent them from taking advantage of the jobs that will

> exist. ....Without substantial adjustments, Blacks and Hispanics will have a smaller fraction of the jobs of the year 2000 than they have today, while their share of those seeking work will have risen (Johnston:xxvi:1987).

It is clear that Black youths must become highly educated in the skills of the marketplace, almost all of which include competence in computer technology and use, if they are to become employable at a time when employment opportunities for young people, especially Blacks, will be high, but will be conditioned by the requirement to possess highly developed skills and competencies.

ENSURING THAT BLACK STUDENTS GAIN REQUISITE TECHNOLOGICAL KNOWLEDGE AND SKILLS: NEW ROLES FOR TEACHERS

A report by the National School Boards Association calls technology a new wave of reform and, is quoted as follows: "...a lack of progress in integrating technology into the nation's public schools puts most students at risk of remaining technologically backward while a privileged few gain from high technology education" (New York Times:12/13/81:B10).

Citing an integrated role for technology in meeting the demand that education become vastly more productive for all students, the report states:

> Technology must be viewed broadly, embracing all components of an education system, not just as an "add on" to an established educational infrastructure.
>
> Useful innovations in instructional technology alter the power relationships between student and teacher, among school personnel, and between the school and its environment.
>
> Technological transformation and social transformation are one. The system is the solution (IBID).

If the integration of technology and traditional methods of structuring education can be combined to provide quality teaching and effective learning for Black students in urban school districts and in schools in economically poor neighborhoods, the social transformation and the technological transformation will truly be one.

The mere presence of advanced technology in the schools does not ensure that more learning is taking place in the classroom or that instructional delivery has been enhanced. On the contrary, the availability of technology can often mask deficiencies in the teaching learning process, can create false expectations, or can cause educators to abandon their tasks to technology. The key to ensuring that Black students gain requisite technological knowledge and skills is largely determined by the relationship between the students and their classroom teachers--as in the learning of any other skill subject.

The introduction of learning technologies has implications for new ways of perceiving the role of teachers. Sheingold (1985:8) reports that:

> A teacher guiding students working together on computers in pairs or in groups requires observational and management skills different from the one she [he] normally applied, as well as new understanding about when and how to intervene in the student-based activity.

Any effort to use technology to reduce the teacher's role to that of a bystander, or to make the curriculum "teacher-proof," fails to recognize the significance of interpersonal relationships between teachers and students. Interpersonal and individualized student-teacher relationships are especially necessary for effective learning experiences for many Black students who are at risk of not succeeding academically and/or of failing to complete school.

The Teacher Education Conference Board of New York State (TECB), a federation of major New York organizations devoted to the preparation of effective teachers, has developed a conceptual model which "differentiates among learning from the computer, learning with the computer, and learning about the computer" (TECB:1984:3). From its model, TECB has designated five principal uses of the computer in the educational process:

- Learning FROM computers
- Learning WITH computers
- Learning ABOUT computers
- Learning ABOUT THINKING with computers
- MANAGING learning with computers

The TECB emphasizes the need for personal knowledge of computers by all teachers, supervisors and administrators as a prerequisite for providing a school system with the capacity to effect the learning about and with computers for all students.

The following paragraph underscores the above point:

> New curricular materials and new classroom and new classroom technology had little positive effect unless accompanied by programs that helped teachers to understand as well as use them (AED:1985:4).

Clearly, not every teacher must know how to program a computer, but every teacher should be able to help each student use a computer to learn in a manner appropriate to her/his need to accomplish a homework assignment, or to accomplish a learning task in any academic subject. The potential for using computers to help Black students learn more effectively is present when the teacher and the student understand how to use the computer according to the five standards of the Teacher Education Conference Board's model.

CONCLUSIONS

It is clear that the use of learning technology will not, inherently, result in the more effective teaching and learning of Black students in New York State's public schools. The data indicate, however, that policies and planning strategies can be devised to help students gain maximum benefits from the use of technology.

To effect these purposes it is necessary to 1) recognize the need for school districts, aided by State and local instructional services, to develop effective teaching and

learning strategies in the technological areas which will ensure understanding and mastery of computers and allied technology by Black students at all grade levels; 2) to recognize that the provision of technological hardware and software must be provided to districts that enroll concentrations of poor and/or Black children on a basis equitable to those districts which serve more affluent populations; 3) to acknowledge that economically poor Black children must become proficient in the use of technology (as both learning and production tools) if they are to progress successfully through school systems into postsecondary educational institutions or into an increasingly skill-oriented job market.

With equity concerns in mind when policies and procedures are being developed, school districts should determine which of the available teaching models (or combination of models) will most clearly meet the needs of Black students who are at risk and will enhance the academic performance of such students.

One program, the Technology Applications Planning Program (TAP) is based on a nationally recognized school planning model. TAP has the potential for helping school districts and schools develop comprehensive K-12 plans for the use of technology based on specified educational goals and objectives. Parent and community involvement, ongoing staff development and the integration of technology throughout the curriculum are components of this model (NYSED:CLT).

A second instructional model which holds much promise for the equitable and successful teaching, learning and higher classroom performance of Black students is that of the Teacher Education Conference Board which has been described in this chapter (TECB:1984:3). This model, also, stresses the need for teachers, supervisors and administrators to gain new knowledge about technology, and, for school districts and schools to formulate instructional plans which integrate the uses of technology, in each of the five phases, throughout the curriculum. Furthermore, the TECB model stresses the role of colleges and universities in providing courses, and preservice and inservice workshops, for school personnel at all levels to help them become proficient in the use of computers and allied technology in schools and classrooms.

New York State has made progress in increasing student access to learning technologies due in part to State policy which has supported the acquisition of technology to districts across the State. However, continued and coordinated efforts must be made toward improving both equity and access to technological hardware and software. The results of such efforts will ensure that no child will be left out of the "computer revolution."

The Governor has the most important role in raising the consciousness of the citizens of New York State about the personal, social and economic necessity for ensuring the successful academic achievement of Black students and for emphasizing the fact that the demands of the economy in the 1990s will require the participation of a skilled and competent Black presence in the marketplace. Further, he is responsible for ensuring that the requirement for competence in technological knowledge and its applications will extend to the entire population; not simply to the computer scientists and engineers.

The Governor's pronounced DECADE OF THE CHILD gives educators, business people, and political officials the opportunity to emphasize what all children must know if they are to be productive and employed citizens of this State in the 1990's and beyond.

Appropriately, the Governor's message stating the need for technological competence by all citizens of the State, should be adapted by State departments and agencies for inclusion in their departmental/agency priorities and activities.

Implementation of the following recommendations by appropriate public and private agencies with the assistance of State and local officials will help to ensure the successful technological education of all of the State's students and future workers.

RECOMMENDATIONS

The State should assure access to computer technology for all students in schools in impoverished communities and school districts, especially for Black students.

The State should require school districts to identify promising practices in the use of technology to enhance the academic achievement of Black students residing in impoverished communities, and, to monitor the teaching of computer technology to ensure that Black students are being taught in the same modes of computer instruction as are more economically advantaged students.

The State should require teachers and administrators to acquire skills in computer technology and in the use of computers in classroom instruction as components of their pre-service or in-service education.

CHAPTER FIVE

EDUCATION REFORMS AND THE EFFECTIVE PERFORMANCE OF BLACK STUDENTS: A NECESSARY CONNECTION

INTRODUCTION

The Subcommittee on Education returns to the theme which was stated in the first chapter of this section. It is the theme that has pervaded this report: The most serious educational problem of our State is the failure of the public schools to educate large numbers of Black children; most of whom live in our cities under conditions of poverty, street crime, parental unemployment or underemployment, and, under the wardship of neglectful social institutions.

The "Regents Action Plan to Improve Elementary and Secondary Education Results in New York" (April, 1984), is the blueprint for education reform in New York State. It establishes more rigorous standards for awarding the high school Regents Diploma and designates academic checkpoints at certain grades from elementary school through high school.

The Regents Action Plan must be used as the basis for gaining the instructional, financial, and personnel resources needed to support and improve the educational and social performance of underachieving Black children and youths in the State's public schools. Otherwise, it will merely increase academic requirements for this cohort of students who are already at greatest risk of failing to complete school.

A major purpose of this chapter is to stress the connections among the training, recruitment, and classroom performance of teachers, and attaining the dual goals of raising the academic achievement of Black students and their rate of school completion.

This chapter presents several themes that are related to the reform of teaching in New York State: the status of teaching in the State; the need to attract larger numbers of well qualified and highly educated persons to the profession and to the schools of New York State; the need for more minority teachers in the State (and for their training, and hiring); and, the need for academically rigorous and improved pre-service and in-service education of teachers and administrators.

Of major importance is the need to develop teachers' abilities to help students acquire the skills of reading comprehension, critical thinking and quantitative reasoning. These capabilities can be developed in all students, not only those who teachers regard as being exceptionally "bright."

We warn that the "professionalization" of teachers through the establishment of teacher-dominated certification boards, and, the setting of more stringent educational requirements for new entrants to the teaching profession should not be accomplished without concern for their possible negative effects on the recruitment of Black teachers and on the educational and nurturing needs of Black students.

We call attention to the need for school districts to seek and adapt educational models and practices that have proven to be successful in the improvement of the academic performance, retention and school completion of Black students.

We cite the need for teacher education institutions to help teachers and administrators develop their skills in infusing culturally and socially validating examples from students' backgrounds into the instructional program; and, secondly, to help teachers and administrators develop strategies and programs that will actively involve parents and communities in the education of their children--inside and outside of school.

To achieve these latter goals, school systems will have to provide the resources in liaison personnel and materials to make the necessary connections and interactions among school personnel, students, parents and their communities. However, in the communities and cities of New York State funding under the several Statewide and local dropout prevention programs, in addition to other existing sources, is available to accomplish these purposes.

[NOTE] Descriptions of State-level activities to educate at-risk youth, effective strategy elements, and descriptions of local programs to increase school completion rates, are given in a New York State Education Department Publication: Increasing High School Completion Rates: A Framework for State and Local Action (NYSED:July,1987).

THE STATUS OF TEACHING IN NEW YORK STATE

The Current Teaching Force

In the 1986-87 school year, New York State employed a total of 168,703 (full time equivalent) classroom teachers in grades K- 12 (NYSED: Date uncertain, 1988: "Projections of Public School Classroom Teachers New York State 1987-88-1991-92." Pg. 3).

The document reported that "The numbers of teachers in all subject areas in the base year, 1986-87, were adequate to meet the educational needs of the public schools of the State." However, it stated that "Additional teachers will be required in selected subject areas for the implementation of the Regents Action Plan" (IBID:Pg. 1).

The need for teachers in New York State is projected to increase from the 1986-97 number of 168,703 to 178,485 by the 1991-92 school year. The cumulative vacancies, Statewide, for the five year period are projected to be 89,075 teachers; with 41,867 of the vacancies projected to be in New York City. Of the total five-year need, Statewide only 29% are expected to be filled by new teachers. It is expected that the remaining 63,134 vacancies "will be filled by experienced teachers not currently employed in the public school sector" (IBID).

For New York City and the other large cities of the State, the problem of teacher supply and demand has a critical effect on the schools which serve Black children. First, many new teachers in cities are assigned to the lowest achieving schools. Secondly, teacher shortages in critical areas such as mathematics and science often result in the assignment of teachers who are uncertified. In the cases of New York City and Buffalo which have established their own licensing systems, many teachers are teaching subjects for which they are both unlicensed and uncertified.

It is the schools in the impoverished neighborhoods of New York's cities which usually have the highest numbers and percentages of temporary and day-to-day vacancies. It is these neighborhoods which, as a rule, enroll the largest numbers of Black students. Unfortunately, it is these neighborhoods whose schools have the highest number of uncertified/unlicensed subject teachers. Based on educational need, it is these schools and children who should be assigned the best prepared and qualified teachers.

THE NEED FOR MINORITY TEACHERS

Over the past few years, there has been a decline in the number of minorities preparing for and entering the teaching profession. It is generally acknowledged that being taught by Black teachers, and seeing Black administrators in their schools, is inspirational to Black students. Such experiences help Black students to realize that they, too, can achieve; that they can aspire to careers in education in other fields which require an academic background.

It is equally true that all children, of whatever race or ethnicity, should experience being taught by Black teachers so that they, too, will recognize that Black people can be professionals and are a part of the American mainstream.

In this time of increasing teacher shortages, and New York State's projected need for 89.075 new teachers by 1991-1992, only 29% of which are expected to be filled by traditional sources of teachers. The opportunity to prepare, recruit and employ thousands of Black teachers, and those from other minority groups, is both present and mandatory. Given the present racial and ethnic composition of the teaching force, it is now probable that a student of any race or ethnic group could complete twelve years of schooling in New York State and not have the experience of being taught by a single Black teacher.

The extent of the problem is revealed, dramatically, in the following excerpts from a paper of the New York State Education Department (NYSED: "Recruitment and Support of Minorities in Teacher Education Programs." September, 1988.):

> In New York State, the representation of minority students in urban areas is three times greater than the representation of minority teachers. Other discrepancies in the representation of minority individuals can also be noted:
>
> - 76.3% ofthe public school student population in the major cities of Buffalo, New York, Rochester, Syracuse and Yonkers was minority in 1986-87.
> - 74.3% of public school teachers in the major cities are white.
> - In New York City, the minority percentage of the school population is 78.7% while the percentage of minority teachers is 27%.

The following table, derived from information in (NYSED:"Racial/Ethnic Distribution..." (1986-87) Tables 1 and 9) compares the percentages of Black classroom teachers (not Hispanic origin) to the percentages of white classroom teachers (not Hispanic origin) in the "Big Five" cities and the percentages of both groups to the percentages of Black students enrolled in each of the "Cities:"

Location "Big Five" Cities	Teachers		Students
	Black	White (Not Hispanic Origin)	Black
Buffalo	14.6%	81.6%	48.2%
New York	17.6%	73.0%	38.2%
Rochester	15.6%	81.1%	53.0%
Syracuse	11.1%	88.3%	34.7%
Yonkers	7.9%	88.8%	26.7%
Total "Big Five"	17.1%	74.3%	38.8%
Rest of State	2.0%	97.3%	6.3%
Total State	7.9%	88.4%	19.5%

It is important to note, also, that in New York City as elsewhere in the State, the largest numbers of Black teachers are found in the community school districts and in suburban/rural school districts which enroll the largest numbers of Black students.

For example, while the overal percentage of Black children in the New York City public schools is 38.2 (IBID), only 17% of the teachers are Black.

A search of the statistics for each of the thirty-two community school districts (CSD) will reveal concentrations of Black children in certain of the districts. It is to these districts that larger numbers of Black teachers are assigned. Manhattan, CSD 5 enrolls 80.2% Black students and 61.5% Black classroom teachers. By contrast Manhattan CSD 2 enrolls 15.9% Black students and 9.0% Black teachers (IBID:Pp. 21 and 67).

This pattern of assigning minority teachers (Black and Hispanic) to districts with large numbers of minority pupils is found throughout the New York City school system. It highlights a problem which only the hiring of larger percentages of Black and Hispanic teachers in New York City (and in districts throughout the State) can resolve.

There is general consensus that Black teachers, Black administrators and Blacks in other professional roles are role models for Black and other students. In addition, many minority students who have grown up in racially isolated communities may find it easier, at first, to relate to minority professionals. There is justification, therefore, for assigning Black teachers and administrators to predominantly Black schools.

It is equally true that in a culturally diverse society such as that in New York State, all children and young people should be taught by teachers of various racial and ethnic groups.

If Black teachers (and representatives of other minorities), are to be assigned to schools and districts which enroll large numbers of Black, Hispanic, Asian and Native American children as representative role models, and to districts enrolling majorities of

white children for educational and pluralistic reasons, then there must be a sufficient number of Black and other minority teachers to fulfill the need.

In New York City the present Black, Hispanic, Asian and Native American public school population is 78.7%. By 1990, given the comparative youth of the Black, Hispanic and Asian population, the projection is that over 80% of the city's school children (pre-K through grade 12) will represent an ethnic or racial minority (Urban Research Center:1986; and, New York Ascendant,1987).

Although there has been growth in the numbers of Black teachers in the cities and overall in New York State, the percentage of minority pupils throughout the State, and especially in the "Big Five" cities is rising faster that the numbers of minority teachers, and will continue to do so throughout the rest of this century and in the first quarter of the 21st century.

Barriers to greater participation in the teaching force by Blacks, in addition to those cited for the general population, are:

- The inadequate education of Black students at all levels of schooling
- The declining participation of Blacks in higher education
- The use of tests which result in the screening-out of many prospective Black teachers
- The allure of professional opportunities in other fields

A recent survey of teachers commissioned by the Metropolitan Life Insurance Company reports that Black and Hispanic teachers "...are far more likely than non-minorities to say that they will leave the profession" (Harris and Assoc.:1988:7).

In addition to the opportunities for college-educated minorities in other professional fields, the survey reports that minority teachers are more likely to work in neighborhoods in which drugs, crime, violence, teenage pregnancies and family problems make teaching conditions more difficult. However, it is reported that despite their teaching environment (IBID:8):

> "minority teachers are more likely than non-minorities to say that educationally disadvantagedstudents can be helped a lot by changing various aspects of the school environment, such as:
>
> - Having specified standards that students must reach before they are promoted (83% vs. 73%); and,
> - Establishing after school activies (71% vs. 65%) and,
> - Maintaining health and guidance counseling support 86% vs. 76%)."

The effort to increase the numbers of minority teachers begins with minority students in the elementary and secondary schools. They must be supported and motivated toward teaching by educational programs and strategies designed to improve minority students' academic performance and preparedness for college entrance. The motiva-

tion and incentives to enter the teaching profession should be provided at all levels of schooling. One successful motivational activity is the tutoring and mentoring of peers or of younger students. The establishment of pre-teaching high schools or pre-teaching magnet programs, as at Walton High School in the Bronx, is another promising strategy for attracting and preparing minority students to the teaching profession.

The effort to retain Black and other minority teachers must be made in the context professional status and prestige, improved wage structures, and improved working environments. Darling-Hammond reports that "A particularly troubling aspect of teachers' dissatisfaction with their working conditions is that the most highly qualified teachers are the most dissatisfied" (Darling-Hammond:984:13).

Suggested incentives for the recruitment and retention of Black teachers are: undergraduate and graduate scholarships and paid pre-service internships.

This chapter has noted that the majority of teachers in the New York City public schools and in the cities, suburbs and rural school systems throughout New York State are white. In addition to preparing, recruiting, hiring and retaining larger numbers of Black teachers, all programs designed to improve the effectiveness of education for Black students must include preservice and inservice components designed to improve the instructional effectiveness of both non-minority and minority teachers and administrators presently serving in the State's public schools.

THE PROFESSIONALIZATION OF TEACHERS

Most reports on teacher reform emphasize a number of strategies for improving the status of teachers and for incrasing the attractiveness of teaching as a career. Among the strategies most often cited are: greater professionalism of teaching (giving teachers more control over their professional lives in the individual school); improving working conditions in schools; providing greater opportunities for advancement for classroom teachers; and, improving salaries.

In the fall of 1987, the New York State Commissioner of Education established a task force to study the teaching profession. The task force report addresses "...conditions of teaching and learning, teacher preparation and licensure, recruitment/minority recruitment and accountability" ("The New York Report:A blueprint for Learning and Teaching" (1988:ix). Among its recommendations, the task force included the creation of a Professional Board, with a majority of classroom teachers, that would exercise great influence in establishing qualifications for entry into the profession (IBID:14).

Overall, the recommendations of the task force show a concern for and appreciation of the need to recruit more minority people to the profession of teaching, the need for multicultural/multiethnic educational experiences, and, the need for parents and communities to be involved in the schools.

We agree with the substance of the majority of the proposals and recommendations. However, the recommendation to create a "Professional Board" with a majority of classroom teachers, unless carefully and sensitively implemented, may make it even more difficult to attract and prepare minorities for the teaching profession.

Watson and Traylor, writing in the National Urban League's The State of Black America 1988 entitle their article"Tomorrows's Teachers: Who Will They Be, What Will They Know?" (National Urban League:1988:24); and, express their concern over the fact that there is "so little" disagreement about the need to professionalize teaching. They urge the careful examination of various proposals and recommendations. The authors are concerned further, that many of the recommendations have easily found "...their way into collective-bargaining agreements and into deliberations of the future direction and requirements of college and university teacher-training programs."

The authors warn that "professionalization" will not necessarily result in an educational system that is accessible, responsive, and responsible to all American children" (IBID).

Watson and Traylor assert that the founding of the Carnegie Foundation-funded National Board for Teaching Standards raises the possibility of "having a two-tiered teaching force, one of which is presumably more qualified than the other." The authors warn that future reformers may look to 1988 "as the year America began the construction of its second dual educational system."

They suggest that resources should be directed toward strengthening "those parts of the teacher preparation system--conceptual, programmatic, and institutional--that now are very weak."

The Subcommittee on Education is not opposed to the "professionalization" of teachers, as a concept; however, the connections between that concept and the improved academic/social achievement of poor Black children and youths in the city school systems of New York State will need to be delineated.

STRENGTHENING TEACHER EDUCATION:HIGHER EDUCATION INITIATIVES

State University of New York and City University of New York Teacher Education Reform Initiatives

The State University of New York and the City University of New York have examined their teacher education programs and have revised preservice programs to provide more rigorous training for new teachers and to expand the competence of experienced teachers.

Since 1985 major efforts have been directed toward the improvement of teacher education in both university systems. The focus of the SUNY effort has been on graduate education at three of SUNY's university centers: SUNY/Albany, SUNY/Stony Brook, and SUNY/Buffalo (SUNY:1986). SUNY campuses have participated in the implementation of New York State Department of Education initiatives to improve the preservice and inservice performance of teachers and in programs to improve the performnce of Black and other minority students.

The teacher education reform effort of the City University of New York has occurred at the undergraduate level and has been focused, primarily, on the undergraduate preparation of elementary school teachers.

As a major source of teachers for the New York City public schools and for schools in nearby suburban areas, the City University is aware of the need to provide classroom and clinical experiences that are appropriate for teachers, the majority of whom will work in urban public schools.

During the past several years, two task forces on teacher education, working separately, have produced two undergraduate teacher education reform documents.

The Teacher Education Advisory Commission, appointed by Chancellor Joseph Murphy in 1966 and the Board of Trustees' Task Force on Education Programs and Curriculum Impact, appointed by Board President James Murphy in 1987 concurred on two major findings and recommendations: 1) the need for a basic liberal arts or liberal studies major for elementary teachers and 2) the importance of establishing pre-service school based clinical experiences in addition to student teaching (CUNY:1986., and, CUNY:1988).

The Trustees' Task Force recommended, also, the reduction of the undergraduate elementary education sequence to a maximum of twenty-four credits plus student teaching (CUNY:1988:8-13). [NOTE: State certification for elementary bilingual teachers requires an additional bilingual sequence to a maximum of twenty-four credits.]

While the adoption and implementation of these recommendations will undoubtedly strengthen and broaden the academic knowledge of undergraduate students preparing to become teachers, it is the stress on clinical, school-based experiences which holds the greatest promise for helping beginning teachers to understand the educational and social needs of Black children in big city school classrooms. It is these understandings that will help all teachers become more effective in improving the academic skills and the school completion rates of Black children in the public schools.

STRENGTHENING TEACHING AND TEACHER TRAINING: NEW YORK STATE INITIATIVES

To provide teachers with the support and training necessary to implement the Regents Action Plan, the New York State Education Department has sponsored an ongoing series of inservice training programs, teleconferences, and regional conferences. In addition, the New York State Legislature has appropriated funds for a variety of teacher recruitment and support activities. A majority of the State initiatives are implemented in collaboration with the State's public and private universities and colleges. Six examples are listed below:

1. Excellence in Teaching Aid: Provides funds to improve beginning teacher salaries, pursuant to collective bargaining.

2. Mentor Teacher-Internship Aid: Provides funds for a one-year internship for a beginning teacher under the guidance of an experienced teacher.

3. Teacher Resource and Computer Training Centers: Provides funds for support services in a limited number of centers to improve teachers' pedagogical skills, upgrade

subject area competence and train teachers for the educational application of computer technology.

4. Teacher Summer Business Employment/Employer Specific Training: Provides funds to New York State business and industries employing teachers (principally in mathematics and science) for the months of July and August to assist them in upgrading their subject skills.

5. New York State Regents Empire State Teacher Scholarships and Fellowships: Provides scholarships for undergraduates and fellowships for graduate students to pursue or continue teaching careers in mathematics, science or other areas in which teacher shortages exist.

6. Teacher Opportunity Corps: Program is designed specificially to 1) meet the needs of teachers of pupils at-risk of failure or dropping out, and, 2) attract individuals from economically disadvantaged backgrounds or minority groups historically under-represented in teaching.

The listed approaches to teacher improvement and recruitment give promise of success. However, the ability of these programs to improve the academic achievement and the school completion rate of Black students in New York State public schools will depend upon the skills and the will of the participants who teach Black children, with the support of their school districts, to design and implement specific strategies to achieve that specific purpose.

SUCCESSFUL TEACHING/LEARNING IN THE URBAN CLASSROOM

Despite the emphasis in these chapters on the failure of economically poor Black students to perform at a high academic level, and, on the high dropout rate among Black students in the State's cities, there are examples of Black student school success and completion in individual schools and programs.

There are instructional programs that have proven effective for Black children in New York City schools (and elsewhere) at all levels. However, school systems do not identify successful programs in a systematic way, nor are incentives provided for principals/teachers to discard unsuccessful programs and embrace those of proven success.

The New York City Board of Education's guidelines for the Dropout Prevention Program (DPP) and for the State-funded Attendance Improvement/Dropout Prevention (AI/DP) Program as presented in the Chancellor's "Guidelines" for the 1985-86, 1986-87 and 1987-88 school years set forth a series of strategies and services (including student personal and career counselling) which characterize programs that have proven to be effective with underachieving students. The Board of Education does not establish rewards for success, nor, sanctions for failure to institute all program components, nor, for lack of progress towards student academic improvement and school completion.

The Regents' "Working Paper," Increasing High School Completion Rates, (previously cited in this chapter) lists the characteristics of effective educational programs and describes a number of programs and the school districts in which they are located.

Programs which help Black students improve their academic performance, are characterized by several components: a strong, focused, analytically-oriented set of curricula experiences; the setting of high performance standards with the expectation that all students will reach them; the existence of a nurturing, supportive school and classroom environment in which teachers and administrators recognize the worth of the individual student and his/her cultural/ethnic background; and, the supportive, active involvement of the students' parents and community.

Many of the recommended program components and strategies are extensions and restatements of the effective school characteristics set forth by the late Ronald Edmonds when he served as educational policy assistant to then New York City Board of Education Chancellor Frank Macchiarola. To Edmonds goes the credit for establishing the theoretical basis of the effective schools movement.

While the impetus for these activities must be supported by the school principal, and are often generated by the school administration, the daily process by which the above strategies are made successful is the teaching/learning relationship between the classroom teacher and his/her students.

In addition to the effective programs and instructional models/strategies that are listed in the New York State Education Department's publication, Increasing HighSchool Completion Rates, the Subcommittee is aware of several additional programs and instructional models/strategies that have been successful in nurturing, motivating and facilitating the academic achievement of Black and other minority students in New York City, State and elsewhere. With one exception, each of the programs represents the collaboration of schools and colleges. Funding is generally provided by a mixture of public and private sources: a board of education, the State, federal and foundation grants, and corporations. (APPENDIX B)

TWO IMPORTANT PROGRAM COMPONENTS

The Multicultural Curriculum at the Secondary Grade Levels
Parental Participation:A Continuing Need

Programs which prepare teachers and administrators are generally proficient in grounding teachers/administrators in basic skills, knowledges and techniques of classroom instruction; however, programs for training secondary school teachers, especially, frequently omit or cursorily cover: 1) techniques for integrating nurturing, psycho-social, multicultural/multiethnic curricula experiences into the mainstream academic curriculum, and, 2) practices, procedures, techniques and incentives for actively involving parents, and/or community organization representatives in the learning and overall planning processes of the school.

These latter topics are interwoven; they are mutually inclusive. The Education Subcommittee believes that each topic must become a fully recognized component of the teacher/administrator education curriculum at the baccalaureate and graduate levels; instructional and programmed components in school classrooms; and, co-components of all State and local programs that are designed to improve the academic achievement and school completion levels of Black students.

The Multicultural Curriculum at the Secondary Grade Levels

In an earlier chapter we discussed the benefits of including multicultural experiences in the mainstream curriculum for very young children. It is important here, to stress the continuing need for the presence of multicultural curricula experiences at the middle school and high school levels.

Psychologists and curriculum specialists emphasize the value of introducing into the curriculum multicultural and multiethnic materials and concepts as a means for increasing the motivation, interest and achievement of Black students.

Cummings (HER:56:1:86) writes:

> ...for dominated minorities, the extent to which students' language and culture are incorporated into the school program constitutes a significant predictor of academic success...students' school success appears to reflect both the more solid cognitive/linguistic instruction and the reinforcement of their cultural identity.

The continuing waves of immigrant Black students from French-speaking and Spanish-speaking countries into the public schools of New York State and its cities makes the above quote from Cummings particularly apt. For native born Blacks, the cultural reference is no less significant.

Few principals and teachers of minority students would disagree about the supportive value of a culturally pluralistic school and classroom. However, many teachers, of whatever race and/or ethnic background, find it difficult to weave into their academic disciplines, as a matter of academic principle, presentations of culturally and ethnically-validating materials with references to personages and ideas with whom Black students would naturally relate.

It is unfortunate that in a culturally and ethnically pluralistic State as is New York, in-depth knowledge of easily retrievable data about minority cultures have been relegated to the multicultural "specialist" and that such data have become associated primarily with "ethnic month" celebrations and/or holiday obeservances.

It is the rare teacher, of whatever race or ethnic group, who possesses a ready knowledge of Black, Hispanic, Asian, Native American; South American or Carribean personages of achievement in the various academic disciplines: science, literature, history, technology, medicine, religion or politics. Further, who can weave such references into his/her classes and discussions in a frequent and natural manner.

Although our urban societies and their schools are becoming increasingly Black, Hispanic and Asian, the Eurocentered "melting pot" model of cultural assimilation remains stronger than one which celebrates a more inclusive model of the world's nations, cultures and people.

Hall and Freedle suggest that "...a model of cultural difference would incorporate the major strains from minority life and those from mainstream cultural life, ascribing equal valididy to each qualitatively" (Hall:1975:27).

Hall and Freedle note, also, that "The educational setting can dramatically influence the ease of learning to read.." (IBID:42).

Where successfully introduced, curricula and classroom experiences which support and validate the cultural experiences of minority students by building on their cultural knowledges and strengths, have the potential for improving the learning climate of the school and classroom for all students. A culturally supportive climate combined with tutoring services and employment opportunities can provide strong motivation for at-risk Black and other minority youths.

Clearly, these concepts are relevant to all fields of study and to students of all ages and levels of academic learning. The practice of relating subject matter to the historical and cultural experiences of minority students can be done in all academic areas. If seriously done, this approach to instruction will result in the concommitant benefit of heightening students' and teachers' knowledge of the commonalities among races and peoples, and, of increasing the multicultural vocabularies of students and teachers.

Parent/Community Participation:A Continuing Need

Developing, nurturing, and, increasing parent and community participation has been an elusive component in most urban school systems. Yet, there is general agreement among school personnel, parents and students that when parents take an active part in the program of an individual school, greater respect for the parents and the community and a greater understanding of the needs of the students is shown by teachers and administrators.

Because of the conflict between parents' general hours of work and availability of school staff; problems of engaging sitters for younger children; perceived problems caused by social and economic class differences between parents and school faculties in poverty neighborhoods; and for a series of additional reasons, it has become extremely difficult in city schools to involve parents in school activities on an ongoing basis. However, there are conditions under which more cooperative, and, ongoing parent/community school relationships are proving to be successful.

In New York State, the Regents Action Plan, as implemented by "Part 100 of the Commissioner's Regulations" (NYSED: November 19, 1984) requires all schools that have been placed on the Comprehensive Assessment Report (CAR List) to develop a comprehensive school improvement plan (CSIP) to address the areas in which the school has been found to be in need of assistance. The "New Part 100" requires that individual schools develop the CSIP "in consultation with teachers, administrators, other school service professionals, students and parents" (IBID:Pg. 10).

In many CAR schools CSIP committees act as ongoing advisory committees to the principal and, with due regard for pupil privacy and confidentiality, share budgetary and program planning/outcomes information. Such functioning committees frequently, are

solicited for their input on school matters before the principal or other administrator makes the final decision.

In a 1988 report on the effects of the State and City-funded dropout prevention programs operating in New York City, the Public Education Association makes a case for schoolwide reform and suggests that school dropout prevention teams and the CSIP committee should "combine their work efforts" in a systemic approach (PEA: May, 1988, pp 14-15).

Many schools have developed strong ties with Community Based Organizations (CBOs) through their participation in one of the dropout prevention programs funded by New York State and/or New York City.

The cited PEA report recommends, also, the use of the staff of Community Based Organizations that are involved in the implementation of the dropout prevention plans, in a school's efforts to "organize and carry out parent participation" programs.

Clearly, community and parent participation would measurably increase if the CBO, the CSIP and Dropout Prevention Committees would come together, in an organized manner, to support the instructional and social programs of a school.

CONCLUSIONS

The effectiveness of the various components of the reform movement as regards the improvement of teaching and the concommitant improvement of the education of economically disadvantaged minority students, especially those who are Black, cannot yet be determined.

First, most of the State's legislative and administrative initiatives/programs are currently being put into place. Second, whether or not the activities flowing from the intiatives and new programs will have the intended effect of reforming teaching practices and teacher preparation must be determined. Third, and most important for the purposes of THE GOVERNOR'S ADVISORY COMMITTEE ON BLACK AFFAIRS, is to determine whether or not the above reforms will have the anticipated and desired effect on the achievement of Black students in the State's public schools, especially those in the State's big cities.

Improving the effectiveness of classroom experiences for economically poor Black students, based on the educational philosophy, the instructional strategies, curriculum models, and the development of the community/college/business/foundation relationships that have been described in these five chapters will depend on the following factors:

1. that effective procedures and mechanisims are designed to insure that the legislative or administrative intent is properly targeted;

2. that the political and administrative will is strong enough to monitor and enforce implementation of the initiatives in all school districts in the State, and

3. that the funding for the initiatives and programs will be forthcoming from the State or in combinations of State, local, federal and supplementary funding.

As regards teaching conditions, salaries and the increased professionalism of teachers, if the recently concluded teacher contracts in Rochester and in New York City are emulated throughout the State the wage and professional status barriers to recruitment and career advancement will be diminished or totally eliminated.

Finally, it is the connection, the relationship between the professional role/skills of the teacher and the academic/social needs of the student, as manifested in every classroom in New York State, that will determine whether or not the 1980s Education Reform Movement will have a significant and positive effect upon the academic and social performance of economically poor Black students in the State's public schools.

RECOMMENDATIONS

The State should require the Regents and the State Education Department to develop a plan for ensuring that certification requirements designed to promote greater professionalization of the teaching profession and initiatives to attract and recruit persons to the teaching profession are related to educational programs designed to improve the academic performance and school completion of Black public school children.

The State should require school districts to revise their hiring and teacher assignment policies to: attract, hire and retain significant numbers of Black teachers; 2) make certain that the teacher/administrator ranks are representative of the diversity of the society.

The State should require all competitive grant programs designed and funded by the State Education Department for the purpose of raising academic skills and increasing school completion by Black students to include an instructional component on critical thinking, quantitative reasoning, and, verbal/comprehension skills. A relevant teacher staff development component should be required.

The State should provide incentive grants for the dissemination and replication of skills-development, pupil retention programs, within and outside of local school districts, that have been evaluated by outside evaluators and determined to be effective.

The State should provide funding for school district/college-university collaborative programs that are evaluated to be successful in raising the academic skills and the school completion of Black students.

The State should require school districts to provide teacher and administrator training in teaching and supervising the teaching of a multicultural curriculum which corrects the ommissions of traditional history by including historical and current contributions of Blacks in all fields of endeavor and scholarship.

The State should encourage and assist school districts to establish pre-teaching magnet high schools, or programs, to attract to and prepare minority students for the teaching profession.

The State should fund a number of summer residential programs for combinations of high achieving and high-risk high school students, based on a student collaborative/inquiry model, for student motivation and higher academic achievement.

The State should require school districts to include parent participation and development components in all State-funded programs.

APPENDIX B

A BRIEF ANNOTATED LISTING OF SEVERAL SUCCESSFUL MODELS AND INSTRUCTIONAL STRATEGIES FOR RAISING THE ACADEMIC ACHIEVEMENT OF BLACK STUDENTS, AND, PREPARING THEM FOR ENTRANCE TO HIGHER EDUCATION, OR, TO WORK, AT A HIGH LEVEL OF COMPETENCE.

COLLABORATIVE PROGRAM MODELS (University/College-High School)

1. The Science and Technology Entry Program. STEP is a program developed and funded by the New York State Education Department and designed to provide support and special motivating experiences for eligible students (mostly poor and minority who are interested in science and technology professions. The program provides "hands on" experiences, basic skills development workshops, tutorials, and laboratory/research experiences. The STEP is operational in over forty schools and colleges in New York State. Early program reports give promise for the successful preparation of larger numbers of minority students for careers in the scientific/technology fields in which they have been historically underrepresented.

   Reference: Bureau of Professional Career Opportunity Programs, New York State Education Department, Albany, New York 12230.

2. The Stay in School Partnership Program funded by the New York State Education Department is operational in eighteen public and private college/secondary schools across the State. The goal of the program is to retain academically at-risk students in junior high and high schools through to school completion. The program often provides services for junior high and high school students on college campuses. Both secondary school and college faculty participate in the instructional activities of the program.

   Reference: The Division of Postsecondary Equity and Access Programs, The State Education Department, Albany, New York 12230.

3. The Middle College High School is a model which was created in 1974 by LaGuardia Community College of the City University of New York and the New York City Board of Education. The model is an example of shared facilities between a high school of approximately 45 students and the community college. Faculties and administrators collaborate in instruction in the college or in the high school; high school students take courses with college students and college counseling and guidance services are available to the high school students.

   Currently, the Middle College High School model has been installed on additional campuses of the City University of New York: Bronx Community College, Hostos Community College (also in the Bronx), City College (in Manhattan) and Brooklyn College.

   Reference: Maeroff, Gene I. School and College: Partnerships in Education. Princeton: The Carnegie Foundation for the Advancement of Teaching. (1933), pp. 50-53.

4. The Josiah Macy Jr. Foundation National High School Programs. In New York City, with basic funding supplied by the the Foundation, a collaborative educational model has been established among the Josiah Macy Jr. Foundation, the New York City Board of Education, and three New York City high schools paired with three City University of New York Colleges.

   The program is operational in Clara Barton High School/Brooklyn College; A. Philip Randolph Campus High School/City College; and, DeWitt Clinton High School/Lehman College. Designed to prepare minority students for medical science careers, the program provides academic rigor, tutorial support, faculty development, student collaboration, and "hands on" enrichment. The program has proven successful in preparing minority students for college acceptance.

   Reference: Williams, E. Belvin "Helping Disadvantaged Students Achieve: One Promising Approach." in Citizens Budget Commission Quarterley. Vol. 7, No. 4 (Fall 1987) pp. 13-15.

5. CAMP STAR. A four-week summer residential academic program for approximately 90 students (a mixture of Macy honors students and educationally at-risk students) has been successful in improving the analytical thinking, verbal/comprehension and quantitative reasoning skills of participating high school students through a program based on interactive student/student- workshop leader learning.

   Designed by Ms. Lottie Taylor, Principal of A. Philip Randolph Campus High School, the program is a collaborative effort among the Josiah Macy Jr. Foundation, the New York State Education Department, the three New York City Macy Program high schools and the three affiliated CUNY Colleges. CAMP STAR is administered by Lehman College, CUNY. The C.W. Post Campus of Long Island University was the host campus for CAMP STAR '88.

   Reference: Information Bulletin. New York State Department of Education, Division of Postsecondary Access and Equal Opportunity Programs (May, 1988).

OTHER INSTRUCTIONAL AND PROGRAMMATIC MODELS/PRINCIPLES

1. THE HOUSE PLAN The House Plan is an administrative model which divides large schools (usually, intermediate, junior high and/or high schools) into smaller administrative and instructional units. For example, a traditional junior high school could be divided into three houses: a 7th grade house, 8th grade house and a 9th grade house. Students in each house share the same cadre of teachers and are programmed as a block during the three academic grades. Each house has its own assistant principal, counselling and other staff support.

   An optimum model for high school houses is a vertical grade organization, 9 (or 10) through 12; designed on the basis of student interest. Student movement from one house to another should be flexible.

   The purpose of the house plan is to make large schools more personal and supportive for their students. Academically, teachers get to know their students better and are able to guide them during their "stay" in the house.

Reference: Baum, Judith (Ed.) Making Big High Schools Smaller. A report by the Public Education Association and the Bank Street College of Education. New York: January, 1989.

2. PROJECT SOAR MODEL Project SOAR (Stress on Analytical Reasoning) was developed at Xavier University, a Catholic Black College in New Orleans, Louisiana by Professor J.W. Carmichael and his associates. Project SOAR was developed as a six-week summer program for pre-freshmen students with a focus on developing their problem solving abilities rather than on teaching subject matter. Taught at Xavier by high school and college faculties, the SOAR model forms the basis of the academic-year models of the New York City Macy Sciences Honors Programs and that of CAMP STAR.

   Reference: Professor J. W. Carmichael, Department of Chemistry, Xavier University, New Orleans, Louisiana.

3. THE PROFESSIONAL DEVELOPMENT PROGRAM (PDP). The Professional Development Progam, a mathematics honors program for minorities and women, at the University of California, Berkeley, was designed by Professor Uri Treisman. Developed as a support program primarily for Black mathematics majors who were having academic difficulty, the PDP Workshop model is based on three elements: 1) helping minority students to excel, rather than merely to avoid failure; 2) emphasizing collaborative learning (and studying) and small-group teaching methods; and, 3) faculty sponsorship.

   The PDP Workshop strategy has proven successful over a period of five years in raising the persistence and graduation rates of Black undergraduate mathematics majors.

   Although this model was developed for college students, it closely replicates the collaborative education model that is widely used at the elementary/secondary school levels, and, has implications for positive use at the secondary school level.

   Reference: Triesman, Philip Michael. "A Study of the Mathematics Performance of Black Students at the University of California, Berkeley." (1985) mms.

SECTION II

CHAPTER SIX

PROFILE OF STATE AID TO SUBSTANTIALLY BLACK SCHOOL DISTRICTS

NOTE: For the purposes of this chapter, school districts enrolling 25 percent or more Black students will be identified as being "substantially" Black.

OVERVIEW

The State of New York has enjoyed a long tradition of commitment to education. Ranked second in the nation, New York spends, on average, a total of $5,616 per pupil on elementary and secondary public education.

Not only does New York State stand at the vanguard of education nationally, but also, spending for public education constitutes the largest single share of the State's budget, 27.7 percent. While the manner in which State aid is distributed to school districts is often in contention, and indeed constitutionally challenged in the landmark Levittown v. Nyquist school finance case, a 50 percent increase in State aid to education since 1983 is a laudable achievement.

This analysis of State education aid, and in particular, aid to substantially Black school districts grows out of both a knowledge and recognition of the State's commitment to education and an understanding of the disproportionately high share of educational needs with which Black students must cope in New York State.

An analysis of State education aid received by school districts with large concentrations of Black students was undertaken by the Governor's Advisory Committee for Black Affairs to address some fundamental concerns:

1. How have substantially Black school districts fared among the 724 operating school districts in the State of New York with respect to State education aid?

2. How effective have been the State's funding approaches in targeting needed educational dollars to students needing special educational services?

3. What are the features of the school finance formulae and how might needed modifications be made to target more effectively State aid to the educationally disadvantaged?

The problem of disproportionate educational need among Black and minority students is demonstrable. With almost 2.6 million students Statewide, 46 percent of all students are located in school districts with more than a 25 percent Black student body. This includes the five major cities, some of the smaller cities, suburban and rural areas throughout the State. Using a 25 percent Black student enrollment threshold for this analysis, it is striking to note that 75 percent of all students with special educational needs attend school in these 32 districts (See Appendix II for listing). Moreover, 89 percent of all students requiring assistance with English proficiency are also in minority

districts as are 65 percent of all students at-risk of dropping out and 50 percent of all handicapped students.

Thus, having established that while 46 percent of the State's students are educated in substantially Black districts, it would follow that a similar percentage of State education aid would flow accordingly. Yet, as this study shows, it is estimated that only 43 percent of State aid has been allocated to these districts, including State aid targeted to educationally disadvantaged students.

In the body of this chapter the allocation of State aid to education is analyzed for all school districts, and, in particular to Black districts. Trends in the flow of State aid to substantially Black districts are highlighted, especially in those financial/educational programs designed to address the special needs of educationally disadvantaged students.

STATE AID TO EDUCATION

Approximately $7.3 billion in State education aid is distributed to the 730 plus school districts (including BOCES). State aid is distributed through a complex array of funding approaches using twenty-eight different public finance formulae. A change in any one of the formulaic components results in State aid shifts with some districts receiving more and others receiving less. Therefore, over the years a number of formulae have been developed to spur new educational programs, and, to meet new financial needs and political realities.

Education has fared well during the Cuomo years. Since the 1983-84 school year, State aid to education has grown from almost $4.9 billion to $7.3 billion, a 50 percent increase. Overall, the State's $26.4 billion budget is up a lesser percentage: 41 percent, up from $18.7 billion during the same period as shown in Table 1. More than one out of four State aid dollars are now spent on education.

The State's share of revenue to school districts has also assumed a larger share. For many years the State's share hovered around 40 percent; it how stands at 43.9 percent of all revenue received by school districts. State aid to local districts is increasing at a faster rate than are local tax increases as is shown in Table 2. Currently, it is estimated that all school districts will spend $16.7 billion on education, up 36 percent since Governor Cuomo took office. Simultaneously, State aid increased 50 percent to assume a 43.9 percent share of all local district expenditures.

State education aid to substantially Black school districts should be viewed within this generally favorable trend. To the extent that education budgets across the State have benefitted, so too have the budgets of districts with large concentrations of Black students. Specifically, since the outset of the Cuomo Administration, proportionately more State aid has gone to Black school districts than is indicated by the Statewide trend, increasing 60 percent versus 50 percent. In 1983-84, almost $2.0 billion or 40 percent of all State aid was distributed to substantially Black school districts. By 1987-88, State aid to these districts increased to almost $3.2 billion or 42.8 percent of all State aid (See Table 3).

Notwithstanding the increases, State aid to Black school districts is still proportionately less than is State aid to other districts. With 46 percent of the students, these districts receive 43 percent of State aid. More importantly, on a per pupil basis, State aid to these districts tends to be lower than the Statewide average (see Table 3). As of 1987, State aid per pupil is estimated to be $2,873. State aid for school districts with high concentrations of Black pupils is estimated to be $2,675 per pupil. Historically, State aid to substantially Black school districts has lagged behind the State average. Despite large increases in State education aid, school districts enrolling substantial numbers of Black pupils (25 percent+) still receive less State aid than districts Statewide.

Table 1

The Cuomo Years
State Aid to Elementary and Secondary
Education, 1983-1987

School Year	Total State Budget	State Aid To School Districts ($ in 000)	Percent State Budget To School Districts ($ in 000)
1983-84	$18,755	$ 4,873.8	26.0%
1984-85	$21,277	$ 5,432.7	25.5%
1985-86	$23,424	5,968.2	25.5%
1986-87	$25,375	6,642.2	26.2%
1987-88	$26,441	$ 7,326.7	27.7%
Percent Change			
1983-84			
1987-88	41.0%	50.3%	

NOTE: State Budget estimates are based on fiscal year (April-March) and State Aid estimates are based on School Year (July-June)

Source: New York State Executive Budgets, State of New York, Division of Budget.

Table Two

The Cuomo Years
State Aid as a Percentage of
School District Expenditure, 1983-87

School Year	Total School District Revenue	Total State Aid	State Aid As a Percentage
1983-84	$12,277.0	$4,900.6	39.9%
1984-85	13,350.6	4,432.7	40.7%
1985-86	14,460.0	5,968.2	41.3%
1986-87	15,500.0	6,642.2	42.8%
1987-88 est.	16,700.0	7,326.7	43.9%
Percent Change 1983-84 1987-88	36.0%	50.3%	

Source: New York State, Division of the Budget.

Table 3

Trend In State Aid To
Black School Districts
1983-84 Through 1987-88

School Year(SY)	Enrollment		Total State Aid(in OOOs)		State Aid Per Pupil	
	Statewide	Substantially Black School Districts	Statewide	Substantially Black School Districts	Statewide	Substantially Black School Districts
1983-84	2,640,638	1,169,849 44.3%	$4,873.8	$1,961.3 40.2%	$1,846	$1,676
1984-85	2,610,127	1,170,975 44.9%	$5,432.7	$2,230.1 41.0%	$2,081	$1,902
1985-86	2,584,157	1,170,026 45.3%	$5,968.2	$2,485.4 41.6%	$2,309	$2,124
1986-87 est	2,567,292	1,170,844 45.6%	$6,642.2	$2,820.8 42.5%	$2,587	$2,409
1987-88	2,550,100	1,172,000 46.0%	$7,326.7	$3,136.5 42.8%	$2,873	$2,676
Percent Change:						
1983-84 through 1987-88	-3.4%	0.2%	50.3%	59.9%	55.6%	59.7%

Source: New York State Department of Education data files produced for the Advisory Committee for Black Affairs.

PROFILE OF STUDENTS IN SUBSTANTIALLY BLACK SCHOOL DISTRICTS

The composition of school districts with large concentrations of Black students is extremely diverse. The mix of races and ethnicities coupled with disproportionately larger numbers of educationally disadvantaged students stands out vividly against the overall characteristics of school children in New York State. Not only are the vast majorities of the State's minorities located in these districts, but so too are the majorities of the State's educationally disadvantaged youths. Given the allocation of comparatively lower State aid per pupil, substantially Black school districts should be given a proportionately greater share of State aid. The effecting of this change should be a high priority objective among minorities located throughout New York State.

Virtually all of the State's Black and Hispanic students attend school in the districts identified here for analysis. As shown in Tables Four and Five, Statewide 19 percent of the student body is Black, 14 percent is Hispanic and 63 percent is white. By way of contrast, of the 32 districts examined herein, 39 percent of the students are Black, 29 percent are Hispanic and only 27 percent are white.

As a general rule, twice as many students in substantially Black school districts have special educational needs and higher dropout rates. Moreover, three out of four of the State's most educationally needs students reside in these districts (See Table 5).

Table 4

Profile of Minoritv School Districts
1985-86

Characteristics of Students	Statewide		Minority School Districts	
Total Enrollment	2,584,157	100.0%	1,170,026	100.0%
White Students	1,633,771	63.2%	313,087	26.8%
Black Students	500,994	19.4%	459,046	39.2%
H!spanic Students	362,717	14.0%	334,769	28.6%
Asian & Pacific Islanders	80,913	3.1%	61,289	5.2%
Students with Special Educational Needs	259,653	10.0%	193,445	16.5%
Students with Limited English Proficiency	99,727	3.9%	89,170	7.6%
Students at Risk of Dropping Out (9-12) enrollment only)	43,856	5.3%	28,846	8.4%
Students With Handicapping Conditions	256,778	9.9%	128,846	11.0%

Source: New York State Department of Education, data files prepared for the Committee on Black Affairs.

Table 5

Minority School Districts'
Proportionate Share of Educationally
Disadvantaged Students, 1986

Characteristics of Students	Statewide	Percent In Black School Districts
Total Enrollment	2,584,157	45.3%
White Students	1,633,771	19.1%
Black Students	500,994	91.6%
Hispanic Students	362,717	92.3%
Asian & Pacific Islanders	80,913	75.8%
Students with Special Educational Needs	259,653	74.5%
Students with limited English Proficiency	99,727	85.4%
Students at Risk of Dropping Out (9-12) enrollment only)	43,856	65.8%
Students With Handicapping Conditions	256,778	50.2%

Source: New York State Department of Education, data files prepared for the Governor's Advisory Committee on Black Affairs.

PROFILE OF STUDENTS IN SUBSTANTIALLY BLACK SCHOOL DISTRICTS.

This brief chapter will not analyze the impact of every State aid approach to education. Its focus has been narrowed to the largest, and, sometimes more controversial approaches. Eight formulae have been selected for analysis. These formulae distributed 75 percent of State aid and are most direct in addressing the educational needs of Black students.

1. The Basic Operating Aid Formula

Historically, the Basic Operating Aid Formula has been used to distribute the largest portion of State aid to schools. Currently, 58 percent of all State aid passes through this formula. However, since 1983-84 the equalizing role of the Basic Operating Aid Formula has diminished. In 1983-84 sixty-seven percent of all State aid passed through the Basic Operating Aid Formula. Presently, with a lesser reliance on the Basic Operating Aid Formula, proportionately fewer State aid dollars are passed through the equalization formula to the poorer school districts.

The primary purpose of the Basic Operating Aid Formula is to guarantee that a basic educational program is in place, locally. It functions to equalize educational opportunities by providing more State aid to districts with fewer financial resources and greater educational needs. With less State aid passing through the aid formula, substantially Black districts receive proportionately few State operating dollars, although many of these districts are poorer and are more educationally needy.

This trend has significance to substantially Black school districts. The State's role as the equalizer of educational opportunities at the local school level is critical to solving many educational problems. Without adequate equalization dollars, substantially Black districts are further disadvantaged. This formula drives the bulk of State aid. This analysis shows that other forms of categorical aid do not always compensate for the potential State aid which could flow through the Basic Operating Aid Formula.

The Basic Operating Aid Formula is a critical source of funding for substantially Black districts because 44 percent of all operating aid is targeted to substantially Black districts. First, it is designed to channel greater amounts of State aid to poorer school districts. Second, it is designed to recognize concentrations of students with educational needs. School districts with high concentrations of Black students tend to be characterized by lower wealth and higher educational needs.

Statewide Basic Operating Aid per pupil has averaged $1,686 per pupil for school year 1987-88, up from $1,230 per pupil in the 1983-84 school year. Historically, basic State aid to substantially Black schools has been less per pupil than to districts Statewide. This problem has not diminished over the years. With a large infusion of Basic Operating Aid in 1987-88, substantially Black school districts have virtually caught up with districts Statewide after many years of receiving proportionately less. For 1986-87 substantially Black districts received $1,606 per pupil in contrast to the average of $1,686 Statewide.

Legislative and executive decisions to increase substantially the amount of basic operating aid formula has not proved monetarily advantageous to substantially Black

Table 6

Trend in Basic Operating Aid
A Comparison of All Districts and
Black School Districts

	All School Districts Basic Operating Aid		Substantially Black School Districts Basic Operating Aid		
School Year	$(in OOOs)	Per Pupil	$(in OOOs)	Per Pupil	%of State Aid
1983-84	$3,249.9	$1,230	$1,277.9	$1,092	39.3%
1984-85	3,535.7	1,354	$1,504.0	$1,283	42.5%
1985.86	3,786.6	1,465	1,524.2	$1,302	40.0%
1986-87	4,045.9	1,560	1,656.7	$1,410	40.0%
est. 1987-88	$4,300.0	$1,686	$1,882.3	$1,606	43.8%
Percent Change 1983-84 through 1987-88:	33.1%	36.8%	47.3%	47.1%	

NOTES: Basic Operating Aid includes PSEN Save Harmless Aid, flat grant aid and growth aid.

Source: New York State Education Department, The Governor's Advisory Committee on Black Affairs.

school districts until this last school year. Given its purpose and goals, i.e. to equalize for wealth and educational disadvantage, substantially Black districts are not benefitting to the extent they should given the demographic and educational profile of these districts.

2. A Special Provision within the Operating Aid Formula:
   Pupils with Special Educational Needs (PSEN)

One very valuable component of the Basic Operating Aid Formula is a provision which allocates additional State revenue to school districts with students performing below par on the Pupil Evaluation Profile (PEP). These students are acknowledged as having educational difficulties and are earmarked for additional State aid. This money is not distinguished from Basic Operating Aid, and therefore is "passed through." This procedure, unfortunately minimizes school districts' ability to target these funds to educationally disadvantaged students. This State aid flows through the Basic Operating Aid Formula, and therefore is equalized. If a school district has greater wealth, but higher levels of educationally disadvantaged students, the amount of PSEN is lower than it might have been had it been provided in a different form such as categorical aid. This is a problem, particularly, for urban school districts; particularly, New York City and Yonkers. These city school districts score higher on wealth measures and are considered less poor with respect to the equalization aid, yet have a proportionately greater number of students with educational problems.

As shown in Table 7, the amount of PSEN State aid which flows through the Basic Operating Aid Formula is substantial, almost $242 million. Substantially Black districts have received almost 70 percent of this aid, which in 1987-88 is estimated to be $175.4 million. With 75 percent of PSEN students, substantially Black districts receive 73 percent of the State PSEN State funds (See Table 7). However, it has taken years for substantially Black districts to almost "catch up."

Current trends show that substantially Black school districts are receiving more PSEN State aid on a per pupil basis. This is the outcome that should flow logically from the manner in which the formula is structured. As of school year 1985-86, substantially Black school districts received, on average, $812 per pupil in PSEN aid in comparison to $731 per pupil Statewide.

The questions regarding PSEN do not really concern themselves with monetary "fair share" arguments. As shown PSEN aid is well targeted. The issue is should PSEN be made categorical and not flow through the Basic Operating Aid Formula.

A categorical approach has merits. By definition, it must be earmarked for special use for its targeted population. Therefore, targeting introduces an element of accountability into the funding of a program. Conversely, because PSEN is passed through the Basic Operating Aid Formula, the most needy students receive fewer dollars if their district is wealthy.

Governor Cuomo, in his 1988-89 State aid proposal sought to remove PSEN from the Basic Operating Aid Formula. He recommended a categorical approach called Accountability Plus. This approach responds to the shortcomings in PSEN funding. The

Table 7

Trend In PSEN Aid to Black School Districts

School Year	All Districts PSEN State Aid Amount (in millions)	Percent of Operating Aid	Black School Districts PSEN Amount (in millions)	% of all PSEN
1983-84	$274.6	8.4%	$112.0	40.7%
1984-85	$180.0	5.5%	$114.6	63.7%
1985-86	$190.0	5.0%	$126.6	66.6%
1986-87	$230.0	5.7%	$157.0	68.3%
1987-88*	$241.8	5.6%	$175.4	72.5%

*Estimated

Table 8

Comparison of PSEN Per Pupil Aid

School Year	All Districts PSEN State Aid Number of PSEN Students	Per Pupil	Black School Districts Number of PSEN Students	Per Pupil
1983-84			490,084	$227
1984-85	284,152	$633	204,208	$561
1985-86	259,653	$731	193,445	$812
1986-87				
1987-88				

programmatic effect requires closer scrutiny which is essential to the success of remedial education.

3. Supplemental Support Aid

The Supplemental Support Aid Program began in the third year of the Cuomo Administration, although not under Executive initiation. This program has been developed and funded by Legislative leaders. Since its inception, the formulaic approach and funding levels have changed considerably. Beginning as a $23 million program, Supplemental Support Aid has become an important feature of the school aid formula. It is currently funded at over $300 million.

This aid formula was born out of an Executive and Legislative agreement that the collective school aid formulae would not consider the influence of the income of residents when measuring school district wealth. Prior to 1982, rather than include an income measure in the Basic Operating Aid Formula, the Legislature created a separate formula called the Low Income Supplemental School Aid Formula. Still funded modestly by 1983-84 at $23 million, this State aid was highly equalizing in the fact that the income poor school districts had been entitled to relatively greater sums of State aid. But by 1982-83, income had become part of the Basic Operating Aid Formula. The LISSA program remained, but was funded at existing levels. In 1985-86, the entire concept and formulaic approach was redesigned. LISSA was replaced by a program called Supplemental Support. The replacement program was funded at five times the level of LISSA. It is in use today.

Substantially Black school districts, in relation to the number of students enrolled receive a proportionately equal share of this supplemental State aid. Since 1985-86, the proportionate share of this aid program has risen considerably, as shown in Table 9. Students in substantially Black districts receive $1,177 per pupil, slightly lower than the $1,192 provided Statewide.

Thinking back to the origin and purpose of this State aid program, the question to be asked is what purpose does this aid serve? Originally, it was highly equalizing; now it has virtually no equalizing effect. Substantially Black districts receive a proportionately fair share of this aid, however, if the State aid program had remained consistent with its original intent, substantially Black districts crippled by high unemployment and with families subsisting on poverty level incomes would be benefitting far more than they are today. Supplemental Support has become a form of Basic Operating Aid with flat grants for each district. It has lost its historic "supplemental" basis.

The Governor recognized this fact, and, in his 1988-89 school aid proposal recommended the use of a more equalizing formula; one which would include the introduction of a family poverty factor. These changes would redirect aid back to poorer, needy school districts.

4. Aid to Students with Handicapping Conditions

New York State has remained in the vanguard of funding and educational programs for students with handicapping conditions. Well before the Federal mandate in 1974 requiring State funding for handicapped education programs, New York State was

Table 9

Supplemental Support Aid

School Year	LISSA Statewide ($000 in millions)	LISSA Black Districts ($000 in millions)	Percentage	LISSA Per Pupil Statewide	LISSA Per Pupil Black Districts
1983-84	$23.2	na	na	na	na
1984-85	$20.0	na	na	na	na
1985-86*	$102.8	$32.2	33.3%	$398	$293
1986-87	$189.3	$81.4	43.0%	$737	$697
1987-88	$304.0	$138.0	45.4%	$1,192	$1,177

* In 1984-85, LISSA was eliminated but replaced with four new programs: supplemental support aid, early grade intervention, library materials aid, and low-income transition aid.

Supplemental Support:	$ 102.8
Early Grade Intervention:	$ 12.93
Low Income Transition:	$ 5.45
Library Materials:	$ 6.32
	$130.50

Source: The State Education Department. Special tabular information for The Governor's Advisory Committee on Black Affairs.

providing for its handicapped students. The Federal mandate required a free and appropriate education for all students with handicaps, physical or mental.

Aid for Students with Handicapping Conditions increased by 62 percent, from $407.2 million to $659.8 million, from 1983-84 to 1988. This increase surpasses total aid, or equalization aid, at 50.3 percent and 33.1 percent, respectively. Enrollment has increased in programs for the handicapped. Total student enrollment has declined Statewide by 3.4 percent, but the number of students receiving special education has increased by 4.5 percent Statewide. In substantially Black school districts, growth in handicapped students has been less, 1.2 percent. Currently, one out of ten students in public schools in New York State is classified as handicapped.

The demographic and financial profile of handicapped students in substantially Black districts varies somewhat from the Statewide trends. The handicap incidence rate in substantially Black school districts is slightly higher, 11 percent versus 10 percent elsewhere in the State. Handicapped students in substantially Black school districts receive $2,700 per pupil versus $2,570 per pupil Statewide. The incidence rate of students with handicapping conditions is increasing at a faster rate outside of substantially Black districts, namely in the suburbs and small towns.

With these increases in numbers outside of substantially Black areas has come additional State aid. Statewide, handicapped enrollment has increased 62 percent since 1983-84. In substantially Black districts it has increased by 44.5 percent.

State Aid for handicapped students is provided in several ways:

- All school districts with handicapped pupils in public school programs receive public school excess cost aid. This State aid ranges from a minimum of $2,000 to a maximum of $4,200, and, is distributed on the basis of handicapped student need and a district's ability to pay;

- If the cost of pupils' handicapped education program exceeds $10,000 per pupil, additional aid is provided. This aid is also equalized;

- Handicapped Aid is also provided for students who are placed in (approved) private schools;

The Handicapped Aid Formula has been sensitive to the high cost of providing special education programs, the ability of districts to fund these programs, and the special educational needs of the children whether they are enrolled in substantially Black districts or elsewhere in the State.

5. Excellence in Teaching

The Excellence in Teaching Program was initiated in 1986. The Governor's Budget Message recommended a new program aimed at the recruitment and retention of the highest quality teachers. In that year the Excellence in Teaching Program was funded at $89 million. In its second year of funding (1987-88), the Excellence in Teaching Program was funded at $126 million. This program is the centerpiece of the State's teacher corps. Improvement of the teacher corps is essential to the improvement of

Table 10

Trend in State Aid to Students
With Handicapping Conditions

School Year	Statewide Assistance $	Statewide Assistance Handicapped Pupils	Statewide Assistance Per Pupil	Assistance to Students in Substantially Black School Districts $	Assistance to Students in Substantially Black School Districts Handicapped Pupils	Assistance to Students in Substantially Black School Districts Per Pupil
1983-84	$407.2	245,790	$1,656	$241.4	127,343	$1,895
1984-85	$483.6	252,089	$1,918	$264.8	129,787	$2,040
1985-86	$534.9	258,357	$2,071	$289.0	132,654	$2,181
1986-87	$612.6	261,627	$2,342	$331.5	132,710	$2,498
1987-88	$659.8	256,778	$2,569	$348.9	128,846	$2,707
% Change 1983-84 Through 1987-88:	62.0%	4.5%	55.1%	44.5%	1.2%	42.8%

Source: State Education Department, special tabulations.

the schools in substantially Black school districts where teacher shortages are most significant.

Excellence in Teaching (EIT) Aid is provided to all school districts on an equalized level. The aid is provided to enable districts to improve the starting salaries of teachers and to increase teacher salaries congruent with collective bargaining arrangements. Since the EIT formula is equalizing, it distributes more State aid to less wealthy districts with higher concentrations of educationally needy students.

Excellence in Teaching

School Year	State $(in 000)	Sub. Blk. Dists* $(in 000)	Percent
1986-87	88.6	38.8	43.8
1987-88	126.0	55.3	43.9
Total Number of Teachers	176,121	74,220	42.1
Amount Per Teacher	$ 716	$ 745	

As shown, EIT State Aid has been flowing at least in proportion to the number of teachers teaching in substantially Black school districts. The substantially Black school districts* employ 74,200 teachers, 42 percent of the Statewide teacher force. Forty-four percent of the EIT State aid, or $55 million, has been distributed to substantially Black school districts. On an average per teacher basis, EIT State Aid amounts to $745 per total classroom teachers in substantially Black school districts, versus $716 Statewide.

For substantially Black school districts, where attracting and retaining a quality teaching force is particularly severe such as in New York City, EIT State Aid is not proportional to teacher need. With an average of $768 per teacher, the other big cities are receiving more State aid (See Table 11). [It is to be noted that the total percentage of Black classroom teachers in New York State is a minuscule 7.9 percent. The percentage of Black classroom teachers in New York City is 17.6 percent (NYSED, 1986-1987, "Racial/ Ethnic Distribution of Public School Students and Staff," pg. 10)].

Generally, Excellence in Teaching State Aid is distributed in an equalizing capacity, however, it neither recognizes teacher needs nor teacher problems such as lack of retention and teacher shortages; it does not reward districts for hiring and retaining quality teachers or teachers from racial/ethnic minority populations. While it is appropriate to recognize student needs and the ability of a school district to fund teachers salaries, it is appropriate, also, to consider other factors such as: pupil/teacher ratios, teacher retention, teacher attrition (especially among beginning teachers), experience and training, and the training, recruitiment and hiring of Black teachers.

Table 11

Distribution of Excellence in Teaching
State Aid to Substantially Black School Districts

Black School Districts	1987-88 EIT	1986-87 Classroom Teachers (full and part time)	EIT Per Classroom Teachers
Big Five Cities ($000)			
New York City	$42.9 M	55,950	$768
Buffalo	$ 2.818M	3,200	$881
Rochester	$ 1.638M	2,086	$785
Syracuse	$ 1.143M	1,483	$770
Yonkers	$ 1.475M	1,279	$1,153
Other Upstate Cities:			
Albany	$152,646	2,264	$ 67
Niagara Falls	$516,405	653	$791
Newburgh	$627,488	679	$924
Poughkeepsie	$163,372	262	$623
Westchester County - (excluding Yonkers)	$781,627	2,315	$338
Rockland County	$537,314	848	$634
Nassau County	$ 1.123M	1,647	$682
Suffolk County	$ 1.436M	1,654	$868
All Black Districts	$55,345,562	74,220	$745

Source: State Education Department, special tabulations for The Governor's Advisory Committee on Black Affairs.

6. State Aid for Limited English Proficiency (LEP)

Categorical funding is another way in which the State seeks to correct for educational difficulties. One such program is called Limited English Proficiency (LEP). This finance program is designed to fund supplemental educational programs for students whose native or home language is other than English.

This program has grown substantially since 1983. In 1983-84 $5.1 million was distributed; funding increased to $19.6 million in 1987-88. Not all substantially Black school districts receive this aid because it is targeted precisely, according to programmatic need. The major recipients, however, have been the "Big Five" cities. These cities have the largest concentrations of bilingual students. As shown in Table 12, with 89 percent of all students with Limited English Proficiency, substantially Black districts also received 89 percent of the funding. On an eligible pupil basis, school districts receive State aid of $200 per pupil for students with Limited English Proficiency. The per pupil allocation has grown from $50 per pupil in 1983-84 to $200.00 per pupil in 1988. Although $200.00 per pupil is not a significant dollar amount when considered separately, it is generally combined with PSEN aid because LEP students are usually candidates for both forms of support. LEP State Aid is a good example of the effective targeting of a categorical program.

7. Dropout Aid and Attendance Improvement

In 1985, the Legislature and Executive Branch agreed on a new program designed to provide additional State aid to districts with high concentrations of students at-risk of dropping out. As other chapters in this report indicate, dropping out is not unique to pupils in substantially Black school districts, however, it is in these districts that the problem is present in epidemic numbers. State funding for this program has increased rapidly over its several years of existence.

AI/DP funding is distributed on the basis of a school district's attendance record. Should a district drop below the Legislatively determined percentage, the district becomes entitled to receive funds. Although the funds are targeted categorically to school districts for programs to improve attendance and school completion it is not entirely clear whether the funds are targeted directly to the at-risk student or for programs generally designed to improve attendance.

This distinction is important. The majority of this money flows to substantially Black school districts, and has therefore been well-targeted at the district level. As shown in Tables 13 and 14, with two- thirds of student need, substantially Black school districts have received 92 percent of the funds.

8. Gifted and Talented Aid

Although a small part of the State's total program of education aid, the Gifted and Talented Aid Program has more than doubled in size during the past four years. Any school district conducting a gifted and talented program is eligible for aid. Concurrent with increased State funding has been the number of participating school districts.

Table 12

State Assistance for Students
With Limited English Proficiency (LEP)

School Year	All School Districts			Substantially Black School Districts		
	$ (in OOOs)	Students	Per Pupil Aid	$ (in OOOs)	Students	Per Pupil Aid
1983-84	$ 5.1	100,164	$51	$ 4.7	94,313	$ 50
1984-85	$11.9	90,779	$131	$11.0	83,607	$132
1985-86	$13.0	96,932	$134	$11.9	87,216	$137
1986-87	$17.1	99,727	$171	$15.8	89,170	$177
est.1987-88	$19.6	100,000	$196	$17.5	90,000	$196

Source: State Department of Education, special tabulations, The Governor's Advisory Committee for Black Affairs.

Table 13

Comparison of Number of Dropouts in Substantially Black School Districts with Dropouts Statewide

School Year	Statewide Estimated Number of Dropouts	Substantially Black School Districts	
		Number	District
1982-83	60,816	43,961	72.3%
1983-84	55,880	39,490	70.7%
1984-85	49,391	33,373	67.6%
1985-88	43,856	29,080	66.3%
1986-87			

Source: State Department of Education, Committee on Black Affairs.

Table 14

Estimated Amount of State Aid Available for Dropout Prevention

School Year	Total Statewide ($ in million)	Substantially Black School Districts	
		($ in million)	Percent
1982-83	na	na	na
1983-84	na	na	na
1984-85	$26.3	$24.7	91.8%
1985-86	$27.1	$25.0	92.1%
1986-87	$37.8	$34.7	92.2%
1987-88	$37.7	$34.2	92.4%

In the 1983-84 fiscal year, $5.6 million was allocated for Gifted and Talented programs. The amount allocated for 1987-88 was $13.2 million.

The money for this program is distributed categorically. However, the State Aid amounts are not targeted by formula with respect to either financial capability or student need. In fact, the funding approach inherently disadvantages substantially Black school districts because it is based on average daily attendance. Because of the attendance problems noted previously among substantially Black school districts, proportionately fewer students from such districts are eligible for State Gifted and Talented aid. Additionally, Statewide, Black students are disproportionately not identified as being gifted and/or talented. As a consequence, Black students, disproportionately are excluded from school district programs for the Gifted and Talented.

State funding for Gifted and Talented Programs has been increased, however, the inequities continue to exist between substantially Black school districts and other districts in the State.

Table 15

Gifted and Talented State Aid

School Year	State Aid (in millions) Statewide	Minority	%	State Aid Per Pupil Statewide	Minority
1933-84	$ 5.626	$1.758	31%	$ 70	$ 50
1984-85	$ 9.801	$4.157	42%	$123	$118
1985-86	$ 9.812	$4.208	43%	$125	$120
1986-87	$12.833	$5.551	44%	$165	$158
1987-88	$13.229	$5.753	43%	$172	$164
Percent Change 1983-84 to 1987-88	135%	227%			

* Per pupil is based on 3 percent of total enrollment, not the formulaic calculation of per pupil which is based on 3% Average Daily Attendance.

CONCLUSION

The Subcommittee recognizes the State's commitment to education and the increased funding to meet the educational needs of economically poor Black students in the State's public schools.

Of the approximately 2.6 million students enrolled Statewide, almost half (46 %) are located in school districts with a Black student population of more than twenty-five percent. Not only are virtually all of the State's minority students enrolled in these districts, but so too are the vast majority of the State's educationally low achieving youths.

These school districts educate:

- o 75% of all students requiring compensatory or remedial education
- o 89 % of all students requiring assistance with English proficiency education
- o 65% of all students at risk of dropping out; and
- o 50% of all handicapped students

State aid to education has increased from $4.9 billion in 1983-84 to $7.3 billion in 1987-88. All school districts have benefitted from the fiscal increase. However, districts with large concentrations of economically poor Black students find that the State's approach to education financing fails to rectify the funding inequities, and does not meet disproportionate educational needs.

State aid to substantially Black school districts is proportionately less than the proportion of students enrolled. As of the 1987-88 school year, with 46 percent of the students, school districts with large concentrations of minority students received 43 percent of all State aid. An additional $3.4 million, if allocated to these 32 school districts would have brought about meaningful equalization of educational opportunities.

On a per pupil basis, State aid to substantially Black school districts is lower than the average per pupil aid Statewide, despite large increases in State education funding. In the 1987-88 school year, average per pupil State aid to school districts with large concentrations of Black students was 7 percent lower than average aid Statewide: $2,670 and $2,870 per pupil, respectively. This gap has remained since 1983-84 although total State aid has increased by 50 percent. State aid increases have not reduced funding inequities; rather, they have been maintained at a higher dollar amount.

Students in substantially Black school districts have greater educational needs than are met by State aid which is granted for their correction. Programs such as Limited English Proficiency, Handicapped Aid, and remedial education aid have been, in general, successfully targeted at the substantially Black school districts, but the per pupil assistance, often, is less than that in school districts with fewer educationally needy students.

Teachers in substantially Black school districts often work in more difficult educational and socio-economic environments. Working conditions and the general socio-demographic profile of the school communities in such districts are deterrents to attracting and retaining teachers. The Excellence in Teaching Program is an important component of the State aid system, however, it is not targeted sufficiently toward alleviating teacher shortages, nor does it provide incentives for retaining trained, qualified and experienced teachers in substantially Black districts.

RECOMMENDATIONS

The State should develop procedures to remove the gap in State aid per pupil between students enrolled in substantially Black school districts and elsewhere in the State.

The State should restore the equalization capacity of the Basic Operating Aid Formula to improve the equalization of educational opportunities for Black students in substantially Black school districts.

The State should develop different methods for fully allocating Remedial Education Aid for Pupils with Special Educational Needs (the New York State equivalent of the federal Chapter I Aid for Disadvantaged Children) which is now distributed through the Basic Operating Aid Formula.

The State should seek more effective procedures for targeting State aid, financially and programmatically, to school districts with students at-risk for dropping out.

The State should strengthen its financial incentives for attracting and retaining teachers in substantially Black school districts.

The State should refine its targeting priorities for the Supplemental Support Formula.

Appendix – Table 1

State Ranking on Per Pupil Expenditures – 1985–1986

Rank	State	Average Amount Per Pupil
	U.S. AVERAGE	3,677
47	Alabama	$2,508
1	Alaska	8,044
43	Arizona	2,829
45	Arkansas	2,642
22	California	3,573
18	Colorado	3,740
5	Connecticut	4,888
7	Delaware	4,517
(x)	District of Columbia	5,020
19	Florida	3,731
37	Georgia	2,980
17	Hawaii	3,766
48	Idaho	2,390
21	Illinois	3,621
38	Indiana	2,973
23	Iowa	3,568
14	Kansas	3,914
42	Kentucky	2,853
36	Louisiana	3,046
29	Maine	3,346
8	Maryland	4,349
10	Massachusetts	4,255
16	Michigan	3,789
15	Minnesota	3,864
49	Mississippi	2,305
32	Missouri	3,155
9	Montana	4,337
30	Nebraska	3,285
33	Nevada	3,142
34	New Hampshire	3,115
3	New Jersey	5,544
27	New Mexico	3,374
2	New York	5,616
28	North Carolina	3,366
35	North Dakota	3,059
25	Ohio	3,547
41	Oklahoma	2,867
13	Oregon	4,123
11	Pennsylvania	4,235
6	Rhode Island	4,669
40	South Carolina	2,912
39	South Dakota	2,967
46	Tennessee	2,533
26	Texas	3,384
50	Utah	2,297
24	Vermont	3,554
31	Virginia	3,210
20	Washington	3,705
44	West Virginia	2,821
12	Wisconsin	4,168
3	Wyoming	5,479

Appendix – Table 2

Racial/Ethnic Distribution of Black School Districts and Dropout Data for Selected Districts – 1986–1987

District	Black (Non-Hispanic) Number	Black (Non-Hispanic) Percent	Hispanic Number	Hispanic Percent	White (Non-Hispanic) Number	White (Non-Hispanic) Percent	Total
Albany	3,487	44.8	161	2.1	3,949	50.7	7,784
Poughkeepsie	2,187	59.2	54	1.5	1, 414	38.3	3,695
Buffalo	21,285	48.2	2,849	6.5	19,008	43.1	44,138
Rochester	17,023	53.0	3,988	12.4	10,167	31.6	32,128
Hempstead	4,489	83.3	790	14.7	63	1.2	5,392
Uniondale	3,088	65.6	557	11.8	978	20.8	4,709
Roosevelt	2,944	95.4	113	3.7	19	0.6	3,087
Freeport	2,642	44.4	1,253	21.0	2,040	34.2	5,957
Malverne	862	48.0	74	4.1	826	46.0	1,797
Westbury	1,866	68.9	413	15.3	393	14.5	2,708
New York City	2,372	26.3	48	0.5	6,389	71.0	932,472
Niagara Falls	7,296	34.7	515	2.5	12,816	61.0	9,002
Syracuse	2,761	27.4	1,549	15.4	5,647	56.1	21,007
Newburgh	907	32.8	48	1.7	1,716	62.0	10,066
Nyack	2,995	30.5	459	4.7	5,782	58.9	2,769
E. Ramapo	1,356	32.6	373	9.0	2,398	57.6	9,809
Copiague	1,855	60.8	179	5.9	968	31.7	4,162
Amityville	1,899	90.2	197	9.3	10	0.5	3,049
Wyandanch	1,047	20.7	502	9.9	3,390	67.0	2,107
S. Country	1,638	31.5	1,340	25.8	2,133	41.0	5,056
Central Islip	1,063	28.9	32	0.9	2,566	69.7	5,203
Riverhead	136	68.0	0	0.0	63	31.5	3,682
Bridgehampton	983	47.0	69	3.3	888	42.4	200
Greenburgh	300	46.6	46	7.1	268	41.6	2,093
Elmsford	6,900	72.5	683	7.2	1,800	18.9	644
Mt. Vernon	2,089	28.5	678	9.2	4,299	58.6	9,517
New Rochelle	811	26.5	379	12.4	1,829	59.7	7,336
Ossining	898	37.7	221	9.3	1,210	50.8	3,066
Peekskill	579	22.2	666	25.5	1,302	49.9	2,383
Portchester	1,550	31.1	702	14.1	2,596	52.1	2,609
White Plains	4,782	26.2	4,601	25.2	8,466	46.4	4,978
Yonkers							18,239

SECTION III - CHAPTER SEVEN

THE STATUS OF BLACKS IN HIGHER EDUCATION IN NEW YORK STATE

INTRODUCTION

New York State has a strong commitment to increasing the participation of Blacks and other minorities in higher education. The 1986 Progress Report on the Regents Statewide Plan for the Development of Postsecondary Education in New York State (1984) presented the following summary:

> Minority participation in postsecondary education continues to be the critical priority. Attention has been given to this issue; much is needed. Participation levels, particularly among males, do not reflect minority representation in our population. Those minority students who are pursuing postsecondary education are disproportionately under-represented in baccalaureate, graduate, and professional degree programs. They are also disproportionately concentrated in the part-time student category. The number of minority students who fail to complete high school continues to rise. So long as these conditions exist, access to equal educational opportunity has not been achieved. Efforts to address and resolve these problems at the elementary, secondary and postsecondary levels must be intensified and coordinated. Equality of educational opportunity for all New Yorkers will continue to be our first priority (NYSED 1984).

BLACK PARTICIPATION IN HIGHER EDUCATION

The American Council on Education (ACE) has made increasing participation of minorities in higher education its major priority for 1987. Frank H.T. Rhodes, President of Cornell University and Chairman of the ACE Board, made the following statement in the ACE annual report: "Although many of the obstacles facing these students have roots in the elementary and secondary schools and in their local communities, we are persuaded that the matter must be an urgent priority for the nation, as well as for ACE and its members.(Rhodes 1986)." Robert H. Atwell, President of the ACE summarized the key statistics on issues surrounding minority participation in higher education thusly:

> Today, there are fewer Blacks on college campuses both in absolute numbers and as a percentage of all undergraduates than there were six years ago.
>
> The percentages of graduate and professional degrees awarded to Blacks and Hispanics is well below their share of bachelor's degrees. Further, the absolute number of Black graduate students is declining; and nearly half of all Black Ph.Ds are in the field of education.
>
> The numbers and proportions of Black faculty members are declining and nearly half of Black faculty members are employed in historically Black colleges and universities.
>
> Educators recognize the value of education as a means of enhancing self-worth and economic productivity. But application of that principle has eluded us with regard to minorities. Now we are contemplating the devastating scenario of a nation with a large underclass of undereducated and hence underemployed or unemployable citizens. Not only would such an underclass be a tremendous drain on the social welfare and justice systems, but the loss in productivity would have an untold effect on our country's ability to compete economically at home and abroad (Atwell 1986).

The educational status of Blacks, particularly, continues to decline overall. As described in a 1985 report by the College Board, "Equality and Excellence: Report on

Table 1: SAT Scores by Racial/Ethnic Category, 1976-85

STATE: NEW YORK

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985
TOTAL										
# OF STUDENTS	132,397	133,519	142,618	143,871	142,683	140,732	139,140	135,088	132,693	130,055
SAT V - MEAN	437	434	431	426	424	427	429	422	424	427
SAT M - MEAN	484	479	471	469	465	471	467	466	470	473
SAT V + M - MEAN	921	914	901	895	889	897	895	887	894	900
SAT V + M - STD DEV	(209)	(212)	(214)	(212)	(211)	(208)	(206)	(210)	(216)	(216)
AMERICAN INDIAN										
# OF STUDENTS	193	282	379	429	523	505	586	476	481	466
SAT V - MEAN	404	391	379	383	382	396	391	380	375	379
SAT M - MEAN	446	430	414	417	412	430	426	414	416	418
SAT V + M - MEAN	850	821	793	799	794	826	816	794	792	797
SAT V + M - STD DEV	(205)	(207)	(199)	(205)	(203)	(202)	(195)	(191)	(195)	(192)
BLACK										
# OF STUDENTS	5,717	7,313	10,230	10,771	10,858	10,521	10,290	9,934	9,787	9,554
SAT V - MEAN	362	354	348	345	344	351	360	352	354	357
SAT M - MEAN	381	375	364	367	366	379	378	375	381	381
SAT V + M - MEAN	743	728	712	712	710	730	738	727	734	738
SAT V + M - STD DEV	(184)	(178)	(178)	(175)	(173)	(176)	(177)	(177)	(182)	(180)
MEXICAN AMERICAN										
# OF STUDENTS	57	98	149	150	144	159	184	191	225	234
SAT V - MEAN	402	405	388	389	396	408	412	403	393	393
SAT M - MEAN	426	439	413	424	429	432	449	443	429	425
SAT V + M - MEAN	829	844	801	812	825	840	861	845	821	818
SAT V + M - STD/DEV	(200)	(223)	(221)	(209)	(223)	(210)	(218)	(222)	(230)	(211)
ORIENTAL										
#OF STUDENTS	1,228	1,396	2,075	2,340	2,469	2,833	3,099	3,202	3,408	3,822
SAT V - MEAN	414	409	397	395	403	414	421	407	414	414
SAT M - MEAN	542	535	515	521	514	531	530	529	538	530
SAT V + M - MEAN	956	944	912	916	917	945	950	935	952	944
SAT V + M - STD DEV	(207)	(223)	(222)	(224)	(225)	(220)	(231)	(240)	(245)	(246)
PUERTO RICAN										
#OF STUDENTS	1,762	2,240	3,283	3,463	3,468	3,290	3,174	3,299	3,250	3,229
SAT V - MEAN	362	354	342	340	344	354	362	354	356	360
SAT M - MEAN	391	382	367	370	370	387	384	382	387	390
SAT V + M - MEAN	753	736	708	710	715	741	746	736	743	750
SAT V + M - STD DEV	(182)	(190)	(182)	(179)	(177)	(184)	(182)	(186)	(190)	(189)
WHITE										
#OF STUDENTS	75,870	81,009	95,393	98,935	96,675	95,211	93,607	90,474	87,111	84,311
SAT V - MEAN	454	452	447	442	442	444	448	440	444	445
SAT M - MEAN	505	500	490	487	485	490	486	486	490	492
SAT V + M - MEAN	959	952	937	929	927	934	932	926	934	938
SAT V + M - STD DEV	(195)	(198)	(198)	(197)	(195)	(194)	(193)	(197)	(202)	(201)
OTHER										
#OF STUDENTS	1,909	2,338	3,239	3,715	3,725	3,265	3,512	3,539	3,435	3,721
SAT V - MEAN	415	406	393	388	382	382	386	371	376	379
SAT M - MEAN	453	449	425	425	421	424	422	415	420	417
SAT V + M - MEAN	867	855	819	813	802	806	807	786	797	796
SAT V + M - STD DEV	(224)	(229)	(230)	(229)	(221)	(216)	(212)	(211)	(216)	(216)
NO RESPONSE										
#OF STUDENTS	45,661	38,843	27,870	24,068	24,801	24,948	24,708	23,973	24,996	24,718
SAT V - MEAN	423	420	422	420	409	408	408	401	403	410
SAT M - MEAN	465	462	458	457	447	449	442	440	443	454
SAT V + M - MEAN	888	882	880	876	856	856	849	840	846	864
SAT V + M - STD DEV	(214)	(216)	(223)	(225)	(220)	(217)	(213)	(216)	(223)	(226)

the Educational Status of Black Americans," Blacks continue to lose ground relative to non-Blacks at every educational level:

> ...in 1980, only 19 percent of the total 18 to 24 year-old Black population were enrolled in college, as compared to 27 percent of their white counterparts. The difference is essentially the high school dropout rate which is higher for the Black population (The College Board 1985).

These findings were also echoed in a 1985 report by Joseph L. Marks for the Southern Regional Educational Board, "The Enrollment of Black Students in Higher Education: Can Declines be Prevented?" Marks concluded that by 1982, the growth rate of Black enrollment in the nation's colleges and universities was at a "virtual standstill." Overall, Black college enrollment declined from a record high of 9.3 percent of the total enrollment in 1976 to 8.8 percent in 1982. Marks noted that this trend will continue unless state legislatures act to ensure that Black students are academically and financially prepared for college. At the national level, the following data provide some illustration of the severity of this decline:

> ...only 58 percent of the 18 to 19 year-old Black population had graduated from high school in 1982, compared with 75 percent of whites in the same age group. A persistent gap between the academic preparation and performance levels of Black and white students continues to exist. A greater proportion of white students are enrolled in academic programs, for example, while Blacks enroll in vocational-technical programs at a higher rate than whites. Studies also note recent test results indicating that the average reading proficiency of 17 year-old Black students was equivalent to that of 12 year-old white students, and that only 20 percent of Black 11th grade students, compared with more than 50 percent of white 11th graders, read well enough to do college work (Marks 1985).

One of the most pressing concerns about the status of minorities in higher education is the pool of graduating high school seniors who will enter the colleges and universities. According to data from table 1, the mean SAT scores for Black seniors has shown a slight increase between 1983 and 1985, while the mean scores for white students have once again begun to increase. Although there have been modest gains for Blacks, the differential between mean test scores of whites and those of minority students continues to grow. In addition, the number of Black high school students taking the SAT continues to decline while after peaking in 1983, the number of white students taking the test has once again begun to rise.

Immediate attention to these issues is warranted by the demographic data on the startling growth of the Black and Hispanic populations in the United States. In a 1983 report prepared for the National Commission on Student Financial Assistance, Harold Hodgkinson, former director of the National Institute of Education, noted the growing predominance of Black and Hispanic students in the nation's public schools--now 43 percent in Texas, 43 percent in California, and 32 percent in New York State (the percentages are even higher in certain cities within these states). The Black and Hispanic populations are growing, three and five times faster, respectively, than that of the United States population as a whole. By the year 2000, Blacks and Hispanics will constitute more than a quarter of the nation's population.

As we turn to the situation of Blacks and other minorities in New York State, a review of the most recent data is instructive. According to table 2, current Black enrollment at

Table 2
TOTAL HEADCOUNT ENROLLMENT BY SECTOR, RACE/ETHNICITY
FOR 1980 and 1984, NEW YORK STATE

SECTOR	1980	1984	PERCENT CHANGE
State University of New York	372,415	369,075	-0.9%
Black	20,966	20,966	0.0%
Hispanic	6,976	8,300	19.0%
White	332,137	326,042	-1.8%
Nonresident Alien	5,878	5,741	-2.3%
Am.Indian or Alaskan Native	1,712	1,421	-17.0%
Asian or Pacific Islander	4,746	6,605	39.2%
Unknown Ethnicity'	--	--	--
City University of New York	171,855	180,569	5.1%
Black	48,228	49,162	1.9%
Hispanic	28,999	32,121	10.8%
White	83, 579	65,192	-22.0%
Nonresident Alien	2,308	3,261	41.3%
Am.Indian or Alaskan Native	1,448	2,003	38.3%
Asian or Pacific Islander	7,293	10,609	45.5%
Unknown Ethnicity'	--	18,221	--
Independent Institutions	400,768	404,868	1.0%
Black	32,869	30,423	-7.4%
Hispanic	16,875	15,547	-7.9%
White	325,820	314,348	-3.5%
Nonresident Alien	14,040	15,428	9.9%
Am.Indian or Alaskan Native	1,331	1,019	-23.4%
Asian or Pacific Islander	9,833	12,484	27.0%
Unknown Ethnicity'	--	15,619	--
Proprietary Colleges	21,688	30,273	39.6%
Black	3,672	6,792	85.0%
Hispanic	1,824	2,979	63.3%
White	15,729	18,076	14.9%
Nonresident Alien	175	234	33.7%
Am.Indian or Alaskan Native	41	95	131.7%
Asian or Pacific Islander	247	389	57.5%
Unknown Ethnicity'	--	1,708	--
Total NYS	966,726	984,785	1.9%
Black	105,735	107,343	1.5%
Hispanic	54,674	58 ,947	7.8%
White	757,265	723,658	-4.4%
Nonresident Alien	22,401	24,664	10.1%
Am.Indian or Alaskan Native	4,532	4,538	0.1%
Asian or Pacific Islander	22,119	30,087	36.0%
Unknown Ethnicity'	--	35,548	--

Source: State Education Department, "College and University Racial/Ethnic Enrollment for New York State.", Fall 1980 and Fall 1984. Albany, New York.
'Note that the State Education Department's Information Center on Education changed its reporting procedures between 1980 and 1984. In 1980 the category "Race/Ethnicity Unknown" was not included in reports but was included in the 1984 report. In 1980 when Institutions reported "Race/Ethnicity Unknown" that number was distributed by the Information Center into the respective race/ethnicity categories according to the percentage distribution reported by the Institution for the 'known' race/ethnicity categories. The Information Center discontinued this practice in 1984. In 1984 when Institutions reported "race/ethnicity" unknown, that number was then included in the Department's report under the category "unknown".

the State University of New York remained stationary between 1980 and 1984 at 20,900 students. Within the City University of New York, Black enrollment increased by slightly less than 2 percent: 48,228 to 49,162. Total Black enrollment in all New York State colleges and universities, including private institutions, increased by only 1.5 percent, from 105,735 to 107,343.

When these data are examined further, a more disturbing trend becomes evident. Table 3 shows that there was a 3.2 percent decline in the number of Black full-time undergraduates enrolled between 1980 and 1984, while there was a 15 percent increase in Black part-time undergraduates in the same period. As an indication of the shifting population trends within the State, the table also shows the decline in white undergraduate enrollment, both full and part-time.

The Federal Government's cost reduction in education has had a serious impact on Black enrollment. According to a 1984 study of the American Association of State Colleges and Universities, the median income of Black and Hispanic families, as a percentage of white family income, declined by 55 percent and 66 percent, respectively, over the last decade. The decline in median family income also reflects that student aid paid for a smaller share of the costs of education in 1983 than in 1978, while during the same period "white students increased their use of student aid to a greater degree than did minority students" (Education Week 1985). These data are indications of the financial difficulties that Black and Hispanic students have in obtaining the resources to seek graduate or professional degrees.

DEGREES AWARDED TO BLACKS IN NEW YORK STATE

Examination of the number of degrees conferred between 1980 and 1984, reveals an increase in the number of associate and bachelor's degrees awarded to Blacks. According to table 4, there was a 19.2 percent increase in associate degrees for Blacks (4,342 to 5,177) and an 8.8 percent increase in the number of bachelor's degrees awarded to Blacks (6,059 to 6, 591). The number of master's degrees declined by 9.6 percent for Blacks (1,903 to 1,720).

The numbers of associate and bachelor's degrees awarded to Blacks from all institutions in New York State continued to show a slight increase between 1980 and 1984. However, the data reveal one important trend that merits careful monitoring. In table 5, the number of bachelor's degrees awarded by the City University of New York to Blacks declined by almost 4 percent between 1980 and 1984. This is significant since CUNY produced the largest percentage of Black graduates of all institutions in the State.

Many of the associate degrees received by Blacks are in fields of high demand in New York State. For example, during 1984-85, 2,650 Blacks earned associate degrees in business; 719 in nursing and other health professions; and, 367 in engineering. These data show the continuing importance of two-year institutions in opening the doors of economic mobility to many Blacks who may not have otherwise had the opportunity. However, more must be done to facilitate the transfer of Black students from community colleges to senior colleges.

The low percentage (4 percent) of bachelor's degree graduates from the State University of New York (SUNY) is shocking (Table 5). While programs such as SEEK

and EOP represent efforts to rectify this problem, they have not been successful in increasing the percentage of Black bachelor's degree graduates (Kehl 1987). One significant reason for the lack of progress is the high school dropout rate among Black students. So long as only 47 percent of Blacks who enter the ninth grade are enrolled in the twelfth grade four years later, it will be difficult to significantly increase the number of Black high school graduates who are eligible for entrance to college.

BLACK FACULTY

A major concern of the Subcommittee on Education is the extremely low number of Black faculty in New York State colleges and universities since the presence of Black faculty is an important factor in attracting and retaining Black students. The percentage of Black faculty in the State's colleges and universities increased by only 0.1 percent between 1981 and 1985. From 1981 to 1985 there was a net increase of only 65 Black faculty which brought the total from 1,351 to 1,416. Thus, the percentage increase of Black faculty rose from 3.4 percent to 3.5 percent (See table 6).

Minority faculty comprise a substantially larger number of the faculty at two-year colleges than at four-year colleges and universities, and there continues to be an underrepresentation of tenured Black faculty at four-year colleges and universities (table 7). Since Black enrollment in graduate programs is decreasing (Table 2), it appears that the underrepresentation of Black faculty will continue into the future unless drastic initiatives are undertaken to remedy the situation.

INCREASING THE NUMBER OF BLACK GRADUATE STUDENTS

Increasing the pool of Black doctorates requires nothing short of massive effort. Several strategies have been suggested, based on an approach suggested by I.B. Hamilton in 1973. The strategies include the following:

1. A stated policy regarding increasing the number of minority students;

2. The coordination of recruitment, special admissions, and student services by an entity above the department level;

3. Cooperation between the graduate school and undergraduate departments in the recruitment effort;

4. An accepted definition of the type of student sought and a focus of effort on a geographical region as part of the recruitment effort;

5. Special arrangements for the admission of students in those areas where minority students need particular attention, and the coordination of such services by a single entity; and,

6. Continuous program evaluation (Hamilton 1973).

The State of Florida, in cooperation with the McKnight Foundation, has undertaken a promising effort which might serve as a model for New York State. The McKnight Foundation has made available $15 million to fund substantial fellowships to minority

Table 3

NEW YORK STATE ENROLLMENT BY RACIAL/ETHNIC CATEGORY AND LEVEL OF STUDY
FALL 1980 TO FALL 1984

LEVEL OF STUDY	2-Year Institutions			4-Year Institutions			Total	
	Black	Hispanic	White	Black	Hispanic	White	Black	Hispanic
Full-Time Undergraduate								
1980	20,421	11,653	122,725	47,183	24,061	307,483	67,604	35,714
1984	24,034	15,283	120,246	41,406	22,228	289,035	65,440	37,511
% Change 1980-84	17.7%	31.2%	-2.0%	-12.2%	-7.6%	-6.0%	-3.2%	5.0%
Part-Time Undergraduate								
1980	8,466	4,761	92,162	20,624	8,501	97,688	29,090	13,262
1984	13,404	7,011	94,104	20,042	9,800	89,7123	33,446	16,811
% Change 1980-84	58.3%	47.3%	2.1%	-2.8%	15.3%	-8.2%	15.0%	26.8%
Full-Time Graduate								
1980	–	–	–	–	–	–	2,670	1,470
1984	–	–	–	–	–	–	1,912	1,295
% Change 1980-84	–	–	–	–	–	–	-28.4%	-11.9%
Part-Time Graduate								
1980	–	–	–	–	–	–	5,590	3,696
1984	–	–	–	–	–	–	5,549	2,561
% Change 1980-84	–	–	–	–	–	–	-0.7%	-30.7%
Full-Time First-Professional								
1980	–	–	–	–	–	–	674	484
1984	–	–	–	–	–	–	841	680
% Change 1980-84	–	–	–	–	–	–	24.8%	40.5%
Part-Time First Professional								
1980	–	–	–	–	–	–	107	48
1984	–	–	–	–	–	–	155	89
% Change 1980-84	–	–	–	–	–	–	44.9%	85.4%

Source: State Education Department, Higher Education Data System, Albany, New York, 1986.

Table 4

NEW YORK STATE DEGREES CONFERRED
BY RACIAL/ETHNIC CATEGORY*
1980 AND 1984

	BLACK		HISPANIC		WHITE	
	1980	1984	1980	1984	1980	1984
ASSOCIATE	4,342	5,177	2,243	2,892	36,459	35,486
BACCA-LAUREATE	6,059	6,591	3,022	3,355	66,548	67,980
MASTER'S	1,903	1,720	1,038	1,070	24,663	23,875
DOCTORAL	134	109	57	128	2,332	2,352
FIRST-PROFESSIONAL	192	251	131	188	5,645	5,966

PERCENT CHANGE 1980 TO 1984

	BLACK	HISPANIC	WHITE
ASSOCIATE	19.2	28.9	-2.7
BACCALAUREATE	8.8	11.0	2.2
MASTER'S	-9.6	3.1	-3.2
DOCTORAL	-18.7	124.6	0.9
FIRST-PROFESSIONAL	30.7	43.5	5.7

*Regents College Degrees are not included in these totals.

Source: State Education Department, "Colleges and University Racial/ Ethnic Enrollment for New York State," Fall 1980 and 1984, Albany, NY.

Table 5

ASSOCIATE AND BACCALAUREATE DEGREES CONFERRED BY RACE, GENDER, AND SECTOR FOR 1980 AND 1984
NEW YORK STATE
RACE/ETHNICITY

SECTOR/ DEGREE	1980 BLACK	1980 HIS-PANIC	1980 WHITE	1980 ALL OTHERS*	1984 BLACK	1984 HIS-PANIC	1984 WHITE	1984 ALL OTHERS*	PERCENT CHANGE BLACK	PERCENT CHANGE HIS-PANIC	PERCENT CHANGE WHITE	PERCENT CHANGE ALL OTHERS*
State University of New York												
Associate	849	306	26,077	3,687	973	369	25,829	3,489	14.6%	20.6%	-1.0%	-5.4%
Baccalaureate	700	261	20,788	2,636	1,026	406	23,128	2,114	46.6%	55.6%	11.3%	-19.8%
City University of New York"												
Associate	2,395	1,351	2,968	317	2,556	1,688	2,046	619	6.7%	24.9%	-31.1%	95.3%
Baccalaureate	2,377	1,360	6,863	652	2,287	1,415	4,431	1,120	-3.8%	4.0%	35.4%	71.8%
Independent Institutions												
Associate	584	334	5,328	368	705	399	5,045	452	20.7%	19.5%	-5.3%	22.8%
Baccalaureate	2,961	1,382	38,565	3,647	3,253	1,520	39,998	4,433	9.9%	10.0%	3.7%	21.6%
Proprietary Colleges												
Associate	514	252	2,086	253	943	436	2,566	245	83.5%	73.0%	23.0%	-3.2%
Baccalaureate	21	19	332	8	25	14	423	27	19.0%	-26.3%	27.4%	237.5%
Total New York State"'												
Associate	4,342	2,243	36,459	4,625	5,177	2,892	35,486	4,805	19.2%	28.9%	-2.7%	3.9%
Baccalaureate	6,059	3,822	66,548	6,943	6,591	3,355	67,980	7,694	8.8%	11.0%	2.2%	10.8%

GENDER

	1980 MEN	1980 WOMEN	1984 MEN	1984 WOMEN	PERCENT CHANGE MEN	PERCENT CHANGE WOMEN
State University of New York						
Associate	14,097	16,822	13,762	16,898	-2.4%	0.5%
Baccalaureate	11,688	12,697	12,461	14,213	6.6%	11.9%
City University of New York						
Associate	2,732	4,299	2,477	4,432	-9.3%	3.1%
Baccalaureate	4,841	6,411	3,787	5,466	-21.8%	-14.7%
Independent Institutions						
Associate	2,975	3,639	2,738	3,863	-8.0%	6.2%
Baccalaureate	23,436	23,119	23,842	25,362	1.7%	9.7%
Proprietary Colleges						
Associate	771	2,334	1,046	3,144	35.7%	34.7%
Baccalaureate	179	201	228	261	27.4%	29.9%
Total New York State"'						
Associate	20,575	27,094	20,023	29,337	-2.7%	4.6%
Baccalaureate	40,144	42,428	40,318	45,302	0.4%	6.8%

* ALL OTHERS Includes Nonresident Aliens, American Indian or Alaskan Native and Pacific Islander and Unknown Ethnicity.

" CUNY estimates for ethnic distribution for 1980 are based on the distribution of matriculated sophomores on the Fall 1980 Ethnic Census Survey.

"' Regents College Degrees are not Included in these totals.

Source: State Education Department, "College and University Racial/Ethnic Distribution of Degrees Conferred, New York State" (1980 and 1984) Albany, New York (October 1986).

Table 6

Minority Faculty Among
Full-Time Instructional Faculty
New York State
1981 and 1985

	Fall 1981	Fall 1985	Percent Change
Number of Faculty	39,729	40,462	+1.8%
Black non-Hispanic	1,351	1,416	+4.8%
Hispanic	715	809	+13.1%
Other	37,663	38,237	1.5%
Percent of Faculty	100.0%	100.0%	
Black non-Hispanic	3.4%	3.5%	
Hispanic	1.8%	2.0%	
Other	94.8%	94.5%	

Source: State Education Department, Higher Education Data System, 1985, Albany New York.

Table 7

AVERAGE PERCENT OF MINORITY FACULTY
IN 1985 BY CATEGORY OF FACULTY
AND TYPE OF INSTITUTION
NEW YORK STATE

	Average Percent Blacks	Hispanics
All Full-Time Instructional Faculty	3.5%	2.0%
Tenured Faculty	3.6%	1.6%
Universities	5.6%	1.7%
4-Year Colleges	1.9%	1.4%
2-Year Colleges	5.6%	1.9%
Proprietary Schools	7.3%	2.0%
Full Professors	2.0%	1.6%
Universities	1.0%	1.7%
4-Year Colleges	1.7%	1.4%
2-Year Colleges	3.2%	1.9%
Proprietary Schools	0.0%	0.0%
Full-time Undergraduate Faculty	4.0%	1.6%
Universities	1.7%	1.6%
4-Year Colleges	2.4%	1.5%
2-Year Colleges	5.5%	.8%
Proprietary Schools	9.3%	4.25%

NOTE: All averages are based on item responses from 70 percent or more of the 229 respondent instutions.

students who wish to pursue their doctorates in Florida, and, who agree to teach in Florida institutions upon graduation. After one year, twenty-seven students had enrolled in the program (Blackwell 1985).

Recently, in New York State, Columbia University announced a program designed to forgive loans extended to minority students should they choose college teaching as a career.

Efforts must be made, also, to increase the pool of Black elementary and secondary school teachers. The current "climate of concern" over educational standards and the quality of teaching plus the emphasis on teacher testing has already had a negative impact on the Black teaching pool, nationally.

It has been predicted that minority representation in the nation's collegiate teaching force could fall to a mere 5 percent by 1990 (from 12.5 percent in 1980) if current trends persist. These data give New York State cause for concern given the declining number of Black bachelor's degree graduates.

RECOMMENDATIONS

1. The State should support the efforts of the New York State Higher Education Services Corporation to obtain additional federal funds for student aid grants. The present personal financing trend, which requires greater reliance on loans rather than grants, must be reversed. New York State should play a leading role in this effort;

2. The State should increase the number of Black bachelor's degree recipients from the State University system beyond the low 4 percent at present. Targeted recruitment efforts focusing on Black students must be intensified. In addition, counseling and support services for Blacks in SUNY colleges should be strengthened;

3. The State should increase aid to the SUNY and CUNY community colleges to expand programs in technical and scientific areas; in health, and in related areas where there are significant opportunities for Blacks and other minorities. Black students receiving associate degrees in these programs would be positioned to transfer to four-year colleges and to secure bachelor's degrees.

4. The State should develop and implement targeted recruitment programs for Black faculty and support for Black doctoral students in order to increase the number of Black faculty in the State's colleges;

5. The State should provide increased funding for development and support of graduate programs targeted to increase the number of Blacks in professional fields such as medicine, dentistry, law and other professions. As a benchmark against which to evaluate progress, the State should prepare and disseminate an annual report on the status of higher education for Blacks, including enrollment, retention and graduation statistics, and data on the number of Black faculty.

6. The Subcommittee also endorses the following recommendations contained in the 1986 Progress Report on the Regents Statewide Plan for Development of Postsecondary Education in New York State, 1984:

a. establishment of a program to provide aid to college students who perform tutoring and other educational services in schools with high attrition rates;

b. implementing programs suggested by the colleges to assist in increasing the numbers of women and the numbers of minority groups at the associate professor and professor levels, or who achieve tenure...summertime research grants for faculty...creation of shared faculty positions...support for faculty exchanges with business, industry, schools, and government agencies.

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CHAPTER ONE

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